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AUTHOR Bratcher, John Vance
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The Twenty-Third Congress of the Communist Party of the Soviet Union, which convened in 1968, directed that universal secondary education be implemented in 1970. The purpose of this study was to ascertain the difficulties and successes of implementation procedures. Party and State decrees after 1968 necessitated such concomitant changes at all levels of secondary education that implementation was postponed until 1972. Reforms of an administrative-organizational nature were accomplished, but the results of structural and qualitative reforms to the secondary school curriculum have not been successful. This study led to the conclusion that the impact of new secondary programs on the competency of secondary school graduates cannot be fully known until implementation has been completed. (Author/RA)

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John Vance Bratcher
Department of History
Western Kentucky University
Bowling Green, Kentucky 42101

DIFFICULTIES ENCOUNTERED AND THE DEGREE OF SUCCESS ACHIEVED IN IMPLEMENTING THE DECREES OF THE TWENTY-THIRD CONGRESS OF THE COMMUNIST PARTY, U.S.S.R. RELATING TO THE "CONDITIONS AND MEASURES FOR FURTHER IMPROVING THE WORK OF THE SECONDARY COMPULSORY EDUCATIONAL SCHOOL"

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ABSTRACT

The Twenty-Third Congress of the Communist Party of the Soviet Union which convened in 1968 directed that universal secondary education be implemented in 1970. The purpose of this study was to ascertain the difficulties and successes of implementation procedures. Methodology of the study included an intensive study of Soviet state and Communist party educational directives and other educational materials published in journals and newspapers from 1969 through 1971.

Party and state decrees subsequent to 1968 necessitated such concommitant changes at all levels of secondary education that implementation was postponed until 1972. However, reforms of an administrative-organizational nature were accomplished. A one-year reduction of the elementary level and a two-year extension of the secondary level added three years to the secondary level. Creation of an All-union Ministry of Education and elevation of the Republic Academy of Pedagogical Sciences has provided closer coordination and supervision of secondary education and related educational research. But the results of structural and qualitative reforms to the secondary school curriculum have not been successful. This study led to the conclusion that the impact of new secondary programs on the competency of secondary school graduates cannot be fully known until implementation has been completed.

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John Vance Bratcher

Department of History
Western Kentucky University

Bowling Green, Kentucky 42101

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SUMMARY

The Twenty-third Congress of the Communist Party of the Soviet Union approved the recommendations of its Central Committee for "The Transition in 1970 to Universal (ten-year) Secondary Education of the Younger Generation." The decisions of that Congress were subsequently implemented by joint decrees of the Central Committee of the Communist Party and the Council of Ministers, U.S.S.R. Compliance with those decrees necessitated concommitant changes at all levels of secondary education intended primarily to improve the quality of education.

The original objective of this study was to identify the processes or reforms by which the secondary educational system implemented those decrees and to determine the difficulties encountered and the degree of success achieved in that implementation. Soon after the study was initiated it became apparent that universal secondary education could neither be achieved by 1970 as originally directed by the Twenty-third Party Congress nor within the two-year extension later granted by the Council of Ministers, U.S.S.R. In fact, implementation will not be completed before 1974. Such delay resulted primarily because of the extensive and complicated manner of revising or rewriting, adopting, printing, and disseminating new courses, textbooks, and educational aids and retraining teachers to work with them. However, significant changes have been made in the higher administrative and functional levels of secondary education.

The administrative-organizational structure of secondary education was altered by the creation of a Ministry of Education to coordinate and supervise the universal implementation of secondary educational policies. All elements of the secondary educational system are subordinate to the All-union Ministry. Although the Ministry was apparently functioning as early as 1966, it was not officially created until January 7, 1969.

The Academy of Pedagogical Sciences, R.S.F.S.R. was reorganized and elevated to All-union status in 1967. Attached to the Ministry of Education, U.S.S.R., the Academy directs and coordinates all educational research in the Soviet Union. Subordinate to the Ministry of Education, its authority is apparently limited to coordinating the Academy's activites with those of other departments of the Ministry. The Party Central Committee and the Council of Ministers, U.S.S.R. issue administrative and operational instructions directly to the Academy and approve its organizational structure.

These two central agencies assure consistency and uniformity to the application of universal secondary educational policies in all fifteen Union Republics.

The structure of the General Educational School was revised to facilitate improvement at the secondary level. The elementary level was reduced from four to three years, thus adding a year to the secondary level. Universal Secondary Education was extended from eight to ten years which added two more years to the secondary level. The three additional years are utilized to give students a broader and deeper understanding of subjects in both socio-political and scientific-technological disciplines.

The secondary educational curriculum has been revised to facilitate a deeper understanding of the fundamentals, theories, and laws of science and society, and the contemporary achievements in the socio-political and scientific-technological fields of knowledge. The most prominent revisions were:

A. The removal of minutia and obsolete, superfluous, and redundant materials from the secondary curriculum by revising or rewriting all courses and textbooks.
B. The addition of elective courses to the curriculum.
C. The inclusion of two years of military training in the Secondary School's curriculum.

New regulations were issued for the Secondary General Educational School which, together with supplementary party and state directives, more clearly define the responsibilities and duties of school personnel, students, and school sponsored organizations.

Since universal secondary education has not yet been implemented and it is not known what impact implementation will have on the educational competence of the secondary school graduate, it is recommended that this study be continued. Also, similar study should be initiated into the decisions of the Twenty-fourth Party Congress which called for Further Improvement of Secondary Special and Higher Technical Education.

CHAPTER ONE

THE BACKGROUND

The Soviets inherited a confused school system from Imperialist Russia that consisted of numerous types and levels of elementary and secondary education. Continuity existed neither between classes nor levels, and each school had its own objective. A single class elementary school had three or four years of instruction, and a two class elementary school had a five or six year curriculum. A four class school provided "higher elementary" education in six or seven years. These schools were under the control of various departments of the state or private institutions and served the interests of the department or institution to which they were subordinate. Those institutions and departments represented the interests of rural and urban areas, various state ministries, factories, and the church.

The levels and objectives of secondary schools were no less inconsistent than those of the elementary schools. The most popular secondary schools were an eight-year gymnazi for boys, a seven-year gymnazi for girls, the six-year "real" school, and a seven-year commerce academy. There were also private secondary schools, military academies, church schools, and seminaries. Like the elementary schools, secondary school objectives were determined by the department or institution which controlled them.

The educational level of Imperial Russia was lower than in any other country in Europe. The state had no universal educational policy, school attendance was not compulsory, and the majority of the Russian populace was illiterate. The Russian census of 1897 revealed that 76.2 percent of the rural population was illiterate; among peasants the figure was 87.5 percent. Although the level of literacy improved in the decade immediately preceding the revolution, especially during the third Duma (1907-1912), illiteracy remained extremely high in the non-Russian speaking areas of the empire. Some national and ethnic groups did not even have a written language corresponding to their native spoken language. Lenin estimated that on the eve of the revolution only one child in five attended school in the more culturally advanced areas like Moscow and Leningrad and only one in twenty-five in backward areas like Yakutsk.[1]

The immediate objectives of Soviet education were to eliminate illiteracy and to establish general education and labor training in an unitary education system that provided continuity from elementary to higher education. Lenin believed that the liquidation of illiteracy

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would remove the cultural contrast between rural and urban areas by making available to the millions of rural people the achievements of science and culture. Compulsory labor training in school was intended to create a love for work and make physical and mental labor equally attractive to youth.

For all practical purposes, illiteracy had been eliminated by 1959 when 97.8 percent of the females and 99.3 percent of the males in the Soviet Union were literate.[2] Twelve years later after a half century of effort, general education and labor training programs have not been successfully combined in an unitary secondary education system. Efforts to reach that objective have occurred in spurts when all segments of Soviet society were temporarily mobilized for that purpose. Inability to sustain those efforts resulted in long periods of time when educational progress was in a state of stagnation. The educational policies of 1966 marked another of the numerous attempts to achieve the objectives that the Communist Party adopted in 1918-1919.

The Utopian Socialists, Russian Revolutionary Democrats, Marx, Engels, and Lenin all advocated universal education and with education combined with labor. Such support was sufficient to make these objectives obligatory for the Communist Party of the Soviet Union (C.P.S.U.). Konstantin Dmitrievich Ushinskij (1823-1871), a revolutionary democrat, educator, and the man for whom the State Pedagogical Library in Moscow is named, greatly influenced pioneer Soviet educators. He wrote in 1860 that no other educational endeavor could produce a feeling of personal achievement like that experienced by children engaged in productive physical labor. He criticized parents who achieved success by hard work and then protected their children from similar work. These parents, in his opinion, frustrated their children and made them moral cripples.

Karl Marx contended that the combination of education and labor was the only method that would eliminate the disparity between a desire for mental labor and contempt for physical labor. Education would eradicate the cultural contrast between rural and urban areas which he called "the idiotism of rural life." Lenin believed that failure of the educational system to reach these objectives of general education and labor training would retard social and economic growth. He said that the ideal future society could not be achieved unless the younger generation was proficient in general education and labor training. Both were essential to scientific-technological progress.

Influenced by such ideas, the Eighth Party Congress in 1919 correlated Soviet educational goals with those of her political, economic, and cultural institutions. It adopted a policy by which general education and labor training would complement each other. This policy was to be implemented through an universal educational system. The first attempt to activitate this plan was the creation of an unitary labor school with a curriculum divided into two levels.

The first level ostensibly consisted of five years of instruction for children aged eight through twelve; in reality the first level was divided into elementary and higher elementary education. Each had its own objective. The absence of an universal concept for the five-year elementary school contributed to its ineffectiveness and precluded general implementation. The second level had a four-year curriculum for children aged thirteen to seventeen. It was intended that completion of the unitary labor school would be a prerequisite for entrance to professional-education institutions.[3]

It was anticipated that the general-education curriculum would provide the skills and abilities essential to every person regardless of his professional aspirations. Courses were taught in the science of nature, society, thought, and culture which the party deemed necessary for physical and mental labor, urban and rural life. However, in practice general-education courses were oriented to the political, economic, and cultural policies of the party. The unitary labor school was utilized primarily for propagandizing the achievements of the Communist party, the values of socialism, and the desirable qualities of patriotism. Both parents and students considered the general education program to be a preparatory program for institutions of higher education or for positions of party leadership, and students aspiring to a working profession avoided them. Soviet education was thus designed by the party to serve the party's interests. Lenin thought that it was hypocrisy to even think that the school could be apolitical. This practice of relating all subject matter to party politics became a permanent feature of Soviet education. Although there were no courses devoted entirely to political education, all courses were saturated with political propaganda.

Labor training programs were designed to eliminate class distinctions by developing the students' respect for labor and their recognition of the necessity to engage in socially desirable labor. By active participation in industrial or agricultural work the student was taught to be responsible for the results of labor and to subordinate personal interests to those of the workers' collective. Labor programs also served the professionally oriented goals of education and could be manipulated by the party to popularize the activities of a sector of the economy that experienced a labor shortage.

The Communist Party seized power in Russia in 1917 by revolution. Seizure of power was followed by several years of bitter struggle with the so-called "white" forces (1918-1920) and the allies who intervened in 1920-1922. Consolidation of Soviet power was delayed and so was universal implementation of the unitary labor school. In those areas occupied by white forces schools continued to function much as they had in the pre-revolutionary period. The new Soviet government, however, ordered that all schools under its control be transferred to the jurisdiction of the state. The multiple elementary and secondary schools were ordered to be reorganized as unitary labor schools, but the new educational programs were too

ambitious for complete implementation in the immediate post-revolutionary period. A depressed economy demanded even child labor, and school enrollment suffered because children found full-time employment in industry and agriculture. An exodus of teachers to areas under white control or even abroad, and an excessive concern for the political ideologies of teachers by the communists delayed implementation of compulsory general education and labor programs. Many school buildings and much educational equipment were destroyed during the civil war or sometimes abandoned because of a shortage of students and teachers, and this condition also impeded educational reform.

During the first decade of Soviet power educational reform was most successful in the Russian Socialist Federated Soviet Republic (R.S.F.S.R.), which was the most economically, socially, and politically advanced of the Soviet Republics. Even there, however, only twenty-five percent of elementary schools were reorganized at the five-year level. Others remained three-year schools and continued to function much as they had in the past. About half of the secondary schools were reorganized as four-year second level schools, but the new curriculum was not fully implemented. Few schools had workshops, laboratories, or agricultural plots for labor training programs, and neither educators nor industrial directors were fully committed to these programs. Therefore, most second level schools continued in the tradition of the pre-revolutionary gymnazi.

Although their educational policies were initially unsuccessful, the Communist Party and the new government remained firmly committed to them, but students and parents did not share that commitment. In 1920 only nine percent of the children aged thirteen to seventeen were enrolled in second level schools,[4] and it was evident that universal education could not be achieved quickly. The Soviets rationalized this failure by placing the blame on the backward educational system inherited from Imperial Russia and the socio-economic instability caused by the white forces and the allied interventionists.

Widespread illiteracy was a formidable obstacle to the success of second level schools. Elimination of that obstacle was of primary importance, and the Council of Peoples' Commissars on December 26, 1919, issued a decree, "About the Liquidation of Illiteracy among the Peoples of the R.S.F.S.R." Education designed to end illiteracy was made compulsory for all persons aged eight to fifty years.[5] Again, politics was the motive for the stated purpose of that decree to enable everyone to participate in the political life of the country. During the 1920's educators concentrated their efforts on the literacy and socio-political indoctrination programs and often neglected other kinds of education, a neglect which diverted attention from the unitary labor school.

Numerous programs were instituted to eliminate illiteracy. An All-union Extraordinary Commission for the Liquidation of Illiteracy was created on July 19, 1920. This central agency supervised and

coordinated the activities of subordinate commissions that were established throughout the Soviet Union. Under these commissions local party and social organizations actually conducted the literacy and socio-political indoctrination courses. Inadequate physical and material facilities precluded the teaching of polytechnical and labor training courses. Only those teachers that were considered politically stable were permitted to teach. Teachers deemed unstable were often required to attend as students. The Commissariat of Enlightenment created Library Schools in which courses varied from a few weeks to several months depending upon the educational level of students and the degree of literacy desired. In the R.S.F.S.R. courses designed specifically for persons over thirteen years of age sometimes lasted for two years. However, in some areas, especially those predominantly agricultural, courses were usually much shorter.

Party members and other qualified, politically stable persons conducted general education courses apart from the unitary labor school but closely paralleling its courses. Social and political clubs, societies, and circles were created for students who were literate and over thirteen years of age. Evening classes closely supervised by party members met in libraries, empty classrooms, vacant buildings and other available areas. These efforts were considered successful, but polytechnical and labor courses were not taught. Although this was a deviation from the policy of combining general education and labor training, the Soviets considered it a necessity to the eventual fulfillment of that policy. They claimed that by 1940 over sixty million persons had learned to read and write through those efforts that were initiated in the early 1920's.

Prior to the Ninth Party Congress (1920-1921) professional and party organizations debated the relative merits of general and professional education in training future workers' cadres. The Third Congress of Professional Unions met in April 1920 under an aura of gloom caused by the serious shortages of qualified workers and technicians in the Soviet Union. It declared that the emphasis of proletarian education should be shifted to professional-technical education. Professional unions supported the unitary labor school but suggested that its programs be oriented to the needs of industry. In an October 1920 address to the Council of Professional Educators Anatole Vasil'evich Lunacharsky, Commissar of Education, declared that students of the second level of the unitary labor school should become familiar with the organization, fundamental processes, and primary materials of industry. He thus advocated polytechnical rather than labor training programs. But, said he, "The second level of the school must remain general educational."

Nadezhda Konstantinova Krupskaya, Lenin's wife and a leading Soviet educator, supported the views of Lunacharsky. She insisted that particular specialization must have behind it the fundamentals of general, theoretical, and practical polytechnical education that permit a particular specialist to transfer his speciality to another field

when necessitated by the interests of the state. When the Ninth Party Congress met it adopted a resolution that satisfied neither the party's desire for socio-political education nor the professional Unions' demands that the emphasis be shifted to professional-technical education. The resolution, "About the Necessity to Reorganize the School System According to the Immediate Needs of the Country," shortened the nine-year school to seven years. Two levels were retained--the first of four years, and the second of three years. Although the reduction was unpopular, especially with the party, the Congress justified the reduction by declaring that existing economic conditions demanded that Soviet youth participate in productive labor. Lenin, himself, considered the two year reduction a temporary measure necessitated by domestic conditions.[6]

Both general and polytechnical education were made prerequisites for higher professional-technical education, but the party warned against over-emphasis on polytechnical programs. The two years that were taken from the unitary labor school were merged with those of the Tekhnikum in an apparent attempt to change the exclusively technical curriculum of that institution by adding general education courses. The Tekhnikums were two or three year secondary special educational institutions that supplied technicians to the various branches of industry. The number of Tekhnikums grew rapidly in the 1920's to accommodate the increased demand for a technical education.

Those changes created other unanticipated problems. Continuity was maintained in professional-technical education by direct promotion from the seven-year school to the tekhnikum, but in non-technical fields there was a two year break between completion of the seven-year school at age fifteen and entrance to higher educational institutions at age seventeen. Two years of idleness created disciplinary problems among youths which could only be solved by employing them in temporary jobs until they reached seventeen. The alternative was for them to enter tekhnikums for two years of education in fields for which they had no particular interest. That solution posed another problem because the small number of poorly staffed and ill-equipped tekhnikums could not admit the huge influx of students caused by the two year reduction of the unitary labor school.

Recognizing the impossibility of completely merging the last two years of the second level school into the curriculum of the tekhnikum, the Commissariat for Education, R.S.F.S.R., adopted a resolution in 1921 that provided for retention of the second level schools. However, the five-year second level was divided, and, to avoid confusion with "levels," the two divisions were called "con-centers." The first "con-center" consisted of three years and the second of two years. This was a move away from the unitary school because there were actually three levels. Each level functioned as an independent school or in combination with one or both of the other levels. The first two levels were prerequisite for entrance to an

institution of professional-technical education, and all three levels were prerequisite for higher non-technical educational education.

Although the work of the Extraordinary Commission for the Liquidation of Illiteracy achieved a high degree of success in teaching the fundamentals of reading and writing along with its indoctrination of political propaganda, a large number of youths engaged in industrial and agricultural production never participated in the programs. Illiterate, semi-literate, and unskilled labor seriously impeded economic progress, but to make education compulsory would have been disasterous because it would have deprived industry of a large portion of its labor supply. The most logical solution to this problem was the creation of some type of school for working youth. The party approved the creation of such schools in 1918, but they were not realized until after 1920 and then on the initiative of such industrial enterprises as factories. The first schools for working youth were Fabrichno-Zavodskogo Uchenichestva Shkoly (Factory, Plant Apprenticeship Schools) and were universally referred to by the abbreviation Fabzavuch or the shorter term FZU. These schools were attached to and under the supervision of industrial enterprises. Prior to 1925 the three or four year courses of the Fabzavuch included general educational, polytechnical and professional subjects with a level of instruction in general education subjects equivalent to that of the seven year (incomplete secondary) school. In 1926 the Party Central Committee directed that the curriculum of the Fabzavuch be freed from an overload of general educational subjects and that its primary effort be directed to a minimum number of polytechnical subjects. The curriculum was shortened to periods of six months to two years as general educational subjects were almost totally eliminated.

The Fabzavuch (FZU) were superceded by the FZS (Factory-plant seven year incomplete secondary school). The FZS was a general educational, polytechnical school that functioned in cities, workers' settlements, and factory/plant regions from 1926 to 1934. It expanded most rapidly after 1930.

A counterpart of the factory-plant school (FZS) was established for peasant youth in 1923. The Shkoly Krest'yanskoj Molodezhi (Schools for Peasant Youth) were universally referred to by the initials SHKM. It was a three year general educational-polytechnical secondary school for which the four year elementary school was a prerequisite. Its objective was to combine general education equivalent to the seven-year school with theoretical and practical mastery of agricultural methods practiced in the area where the school was located. With the introduction of the first five-year plan in 1928 the SHKM mobilized rural youth for collective labor and communal farming and indoctrinated them with patriotism. In the first year of collectivization a one year evening course was added to the SHKM to train tractor operators. The Thirteenth, Fourteenth, Fifteenth, and Sixteenth Party Congresses (1924-1930) expanded the

SHKM and directed that it enroll orphans, derelict youth, and children of agricultural workers. These schools operated until 1934 when they were combined with elementary schools into seven-year (incomplete secondary) schools.

The curricula of the FZS and SHKM paralleled that of schools of the first "con-center" of the second level (incomplete secondary) schools. Both were general educational, polytechnical schools, but they were oriented to professional technical education, and they trained youth for productive industrial and agricultural work. However, since formal education was rarely continued beyond completion of these schools, a concerted effort was made to propagandize party policies and Marxism-Leninism by integrating subject matter with unrelated, superfluous, and redundant socio-political teachings. Successful completion of FZS and SHKM entitled the student to enter either the second "con-center" of the second level (complete-secondary) school and prepare for further education, in an university or a higher education of a non-technical nature, or to enter a tekhnikum to prepare for a technician's rating, or to continue his professional-technical education in an institution of higher technical education.

The most formidable competitor of the second level school was the Rabochie Facul'tety (workers faculties), commonly called Rabfaki. Unlike the Fabzavuch and SHKM, the Rabfaki were general educational institutions which attracted students from industrial-urban areas as well as agricultural-rural areas. First introduced in the R.S.F.S.R. in September 1919, the Rabfaki received All-Union sanction by a directive of the Council of Peoples Commissars on September 17, 1920. The Rabfaki had a three-year curriculum for regularly enrolled full-time students and a four year curriculum for students enrolled in evening classes. These schools were attached to and under the supervision and control of institutions of higher education (VUZ). The curriculum was established by the institutions to which they were attached and was oriented to the specialty for which the institution was established. The Rabfaki reached their apex of popularity in 1925 when they supplied about forty percent of all students who entered institutions of higher education. From 1919 to 1929 over thirty thousand students who completed the Rabfaki subsequently studied in higher educational institutions.

The Rabfaki were highly regarded in party and state circles. Mikhail Ivanovich Kalinin, titular head (president) of the U.S.S.R. 1919-1946, called them outstanding detachments of the Cultural Revolution. Michael N. Pokrovsky, noted Soviet historian and educator, considered them to be only temporary institutions, extraordinary, but revolutionary. He believed that in time they would be reformed. He was right. After 1935 when the quality and quantity of secondary schools were adequate to the needs of higher educational institutions, the number of Rabfaki declined and they ceased to function in 1940.

Serious difficulties were experienced in placing the second level schools in the universal system of Soviet education. They did not adequately prepare students for higher education. Since the second "con-center"--the last two years of the second level--qualified students in professional or technical fields, they usually went directly from this level into industry as unskilled or semi-skilled workers. In 1924 thirty thousand students completed the nine-year (complete secondary) school, but only six hundred fifty of that number entered institutions of higher education. Only the Rabfaki were preparing students for higher education. The second "con-center" and the tekhnikum were serving the same purpose--the training of industrial workers--and the tekhnikum was doing a better job at that than the last two years of the second level schools. This situation prompted the Peoples' Commissariat of Education, R.S.F.S.R. to reorganize the curriculum of the second "con-center" of the second level school in 1924. Courses were added in cooperative trade, administration-economics, and cultural-enlightenment. This action differentiated the objectives of the last two years of second level schools and the tekhnikum, but brought no unity to the secondary educational system.

The absence of an universal secondary educational system prompted the convening of a party congress on education in April, 1930. This congress recommended one educational system to be universally implemented throughout the U.S.S.R. Educators called for the elimination of schools that did not supply general education and labor training necessary for building communism. Following the Congress elementary education was made compulsory by a decree, "About Universal Compulsory Elementary Education," of the Party Central Committee and the Council of Ministers, U.S.S.R. This decree also made seven-year (incomplete secondary) education compulsory in industrial cities, workers' settlements, and factory plant regions. Although this was a major move in establishing compulsory education, it legalized the differentiation between the educational objectives in urban and rural areas.

The Party/State decree of May 5, 1934, "About the Structure of Elementary and Secondary Schools in the U.S.S.R.," established an elementary/secondary educational system to be universally implemented. It consisted of three levels: elementary (classes I-IV); incomplete secondary (classes I-VII); and complete secondary (classes I-X). The terms "levels," "con-centers," "Fabzavuch," "SHKM," "FZS," and "Rabfaki," no longer needed, were replaced by the more applicable, descriptive, and universally applied terms "elementary," "incomplete secondary," and "complete secondary" education.

Elementary education was made compulsory in 1930 and incomplete secondary education was made compulsory in industrial cities, workers' settlements, and factory/plant regions in 1934. Schools of the abolished second "con-center" declined in number from 1,654 in the 1929-1930 school year to 559 in the 1930-1931 school year. Only four remained in operation in 1932, and they were in the R.S.F.S.R. The

number of incomplete secondary schools increased rapidly, and by 1940 there were 9,932. The Rabfaki continued to exist until 1941, primarily as an evening school for adults who continued their education without interfering with their regular work schedules.

The Communist Party advocated universal compulsory education as early as the Second Party Congress in 1903. The Eighth Party Congress of 1918, the first Congress to meet after the October Revolution, echoed that policy in its directive, "About a Unitary Labor School." However, a time table for implementation of that policy was not formulated prior to 1930. During the first decade of the Soviet state educational efforts were directed to the elimination of illiteracy and the development of elementary and secondary skills and abilities necessary for an agricultural and industrial labor force. The extreme shortages of school buildings, classrooms, textbooks, and other educational materials, qualified teachers, and the failure to mount a massive commitment to education precluded early realization of that policy.

Implementation of compulsory elementary education was decreed in the R.S.F.S.R. in 1925 with completion due within ten years. The Sixteenth Party Congress proposed that universal compulsory elementary education be introduced in the 1930-1931 school year for children from eight to ten years of age and in 1931-1932 for children aged eleven to fifteen who had not completed the elementary school. The Party Central Committee implemented that proposal by a decree, "About Universal Compulsory Elementary Education," that was issued on July 25, 1930. Special one and two year courses were created to provide elementary education for children aged eleven to fifteen who were beyond the normal age of elementary school students.

Despite such efforts universal elementary education was not easily achieved. On February 21, 1931, the Party Central Committee issued a resolution, "About the [slow] Pace of Implementing Universal Elementary Education." It claimed that progress had been made but admitted that some delay was caused by a shortage of teachers, textbooks, school buildings and classrooms. Delay was also attributed to a lack of experience in conducting universal compulsory education on such a large scale as the Soviet Union required. But the Central Committee charged that Republic Commissariats of Education, Soviet, Party, and professional unions caused unnecessary delay because they were not committed to universal compulsory education. To speed up the introduction of its policy, the Central Committee called on all party and state organizations to train new education cadres, to improve the qualifications of older cadres, and to provide more school buildings and equipment. Republic Commissariats of Education were charged with preparation and distribution of textbooks and educational aids. The Central Committee of the Komsomol (V.L.K.S.M., a party youth organization) was directed to mobilize fifty thousand of its members for educational work in 1931.

The Ninth Congress of the Komsomol approved an August 1930 recommendation of its Central Committee that the organization assume responsibility for achieving universal compulsory elementary education in the Soviet Union. The Komsomol supplied twenty thousand teachers to elementary and secondary schools in 1930-1931 and over fifty thousand the following school year. The organization also mobilized two hundred fifty thousand of its members for an all-out assault on illiteracy. By these decisions the communist youth organization assumed a commanding position in the direction and operation of elementary and secondary education that it has never relaxed or relinquished.

The Party Central Committee reported to the Seventeenth Party Congress in 1934 that significant progress had been made in liquidating illiteracy among adults and that transition to universal compulsory elementary education had been accomplished. Party attention was then concentrated on secondary education. The Seventeenth (1934) and the Eighteenth (1939) Party Congresses directed that universal compulsory incomplete secondary education be implemented during the Third Five-year Plan period (1934-1942). On the eve of the Second World War seven-year education had been implemented in cities, workers' settlements, and industrial regions, but universal implementation was delayed until after the war.

During the war the party and state emphasized professional and technical education. A law, "About State Labor Reserves in the U.S.S.R.," passed by the Supreme Soviet, U.S.S.R. in 1940, created secondary special educational institutions called Uchilishchi with a two-year course of instruction to train industrial and railroad workers. Later other Uchilishchi were established for the mining and building industries and for agriculture. Courses were confined to a particular specialty, and general educational subjects were not taught in these schools. A decree of the Council of Ministers of October 1, 1943, directed local authorities to organize general educational schools in cities and workers' settlements for youth who wished to continue their education without interrupting their work schedules. By these decrees the party showed a determination to control professional, technical, and other institutions of secondary special and higher education. Secondary education remained under the control of local authorities, a condition which was not changed until the educational reforms of 1966.

Immediately after the Second World War local educational organizations were preoccupied with rebuilding their physical facilities destroyed or damaged during the war, and they were not inclined to attempt education reform. But in 1949 the Council of Ministers, U.S.S.R. directed that all children who completed the elementary school be enrolled in the fifth class of the secondary school. Implementation of that directive established universal compulsory incomplete (seven year) secondary education in the Soviet Union.

No other major changes were made to secondary education prior to the law, "About Strengthening the Ties between School and Life and About Further Development of the System of Peoples Education," that was approved by the Supreme Soviet, U.S.S.R. in 1958. Designed to improve both the general educational and professional-technical programs of the secondary school, this law extended seven-year (incomplete) secondary education to eight years and ten-year (complete) secondary education to eleven years. Both levels were charged to provide students the general education, professional and labor training necessary for employment in a branch of the peoples' economy or cultural institutions. An attempt was made to free secondary programs for minutia and superfluous and redundant materials that had accumulated over the years but the reforms of 1966 proved that they were fruitless. The inclusion of labor training courses was intended to make secondary education correspond to practical labor situations. Labor training requirements were to be partially fulfilled by student employment in industry or agriculture. However, industrial directors did not support the programs, and the eleven year secondary school reverted to its former ten year program when labor training courses were deleted from the curriculum.

Educational reforms adopted in 1958 were extensions and continuations of those adopted by the Nineteenth (1952) and Twentieth (1956) Party Congresses. Introduction of new programs was preceded by intensive propaganda programs during which masses of literature and other information were widely disseminated to popularize the new programs. But the same old deficiencies and inadequacies that had previously precluded effective and universal educational reform continued to persist after 1958. Party leaders attributed the failure of the 1958 labor training programs to a shortage of qualified teachers, absence of physical facilities (workshops of all kinds), inability to induce industrial enterprises to cooperate with the schools by sponsoring practical labor training programs, difficulties in satisfying the varied professional interests of students, and furthermore, great dissatisfaction on the part of parents who believed their children were being diverted from academic courses into labor programs of low social and economic esteem. The 1966 reforms reflect a determined effort by the party and state to correct the mistakes of the 1958 programs.

FOOTNOTES FOR CHAPTER ONE

1. M. A. Prokof'yev and others, editors, Narodnoye Obrazovaniye V SSSR., Izdatyel'stvo Prosvyeshchyeniye, Moskva, 1967, pp. 6, 7.

2. Prokof'yev, Narodnoye Obrazovaniye V SSSR., p. 9.

3. M. P. Kashina and Ye. M. Chyekharina, editors, Narodnoye Obrazovaniye V RSFSR., Izdatyel'stvo Prosvyeshchyeniye, Moskva, 1970, pp. 15-21.

4. Kashina, Narodnoye Obrazovaniye V RSFSR., p. 16.

5. Prokof'yev, Narodnoye Obrazovaniye V SSSR., pp. 11, 12.

6. Kashina, Narodnoye Obrazovaniye V RSFSR., pp. 17-19.

CHAPTER TWO

THE PROBLEM

Soviet higher education has achieved great success in producing competent scientists and technicians. Through research and experimentation they have provided the scientific and technological know-how that a rapidly developing industrial nation requires. Under Stalin mastery of scientific and technical theory was the primary objective of education. This resulted in an over-emphasis on higher education that was accessible only to the most gifted students who passed extremely difficult entrance examinations. Khrushchev recognized the continuing need for scientists and technicians, but he initiated an accelerated work-study program to improve the practical ability of the student denied higher education. Over-emphasis in these directions decreased the effectiveness of socio-political and scientific-technical programs in compulsory eight-year secondary education. The teachings of Marxism-Leninism were often relegated to a secondary position, and the theoretical level of scientific-technical courses was beyond the comprehension of an overwhelming majority of secondary students. As a consequence the educational competence of secondary school graduates did not meet the needs of either the Communist party or the state. By 1966 it could no longer be ignored that compulsory eight-year secondary education was out of step with the requirements of Soviet society.

It was a common practice for educators to correlate the quality of secondary education with the number of graduates who were accepted in institutions of higher education. Vladimir Mikhailovich Khvostov reported that "Too often secondary schools orient students only for entrance to higher educational institutions and neglect their preparation for work in an industrial enterprise or on a collective or state farm."[1] Since the number admitted to higher education remained comparatively stable while the number of applicants increased with the expansion of secondary education, an increasingly high proportion of secondary school graduates were denied entrance to higher education. Forced to take a job in industry or agriculture, they considered their plight a "serious personal misfortune." This resulted in an universal degradation of physical labor in the minds of Soviet youth.

The Academy of Pedagogical Sciences sent questionnaires to directors of large industrial enterprises to ascertain how secondary school graduates performed on the job. A majority of replies indicated that graduates of the ten-year secondary school mastered a working profession more quickly than those from the compulsory

eight-year school. Sovyetskaya Pedagogika, a monthly journal of the Academy of Pedagogical Sciences, in an editorial of June, 1969, supported the extension of universal secondary education from eight to ten years. It reported that research revealed a worker having a ten-year secondary education learned a profession from two to 2.2 times faster than a graduate of the eight-year school who learned a profession on the job. The gain was thus measured in years, not months. In ten years a graduate of the ten-year school would produce fifty-five percent more than a worker trained on the job.[2]

Students who went directly from the eight-year school to a job often had a contemptuous attitude toward work. Directors of industrial enterprises complained that students who failed entrance examinations to institutions of higher education frequently refused to learn a working profession. They felt that joining a workers' collective lowered their ego. "From where," industrial directors inquired, "do they get such high and mighty attitudes?" "Why are our good Soviet youth ashamed to become workers?" Khvostov replied that "the root of that evil" was in the serious deficiencies of the labor training programs of the secondary school.

> Secondary schools prepare all graduates for entrance to higher educational institutions and they do not promote the desire for a working profession; the resulting attitude of school graduates to labor is one of contempt. One director's letter stated "if a graduate of a secondary school cannot pass the entrance examination to an institution of higher education, he takes a job in a factory but he considers his stay there only temporary--as a misfortune in life. He will not work and shows no interest in work, does not try to learn a profession but intends to leave the factory at the first opportunity." Schools do not prepare youth for labor activities.[3]

Other writers shared Khvostov's opinion about the existence of these attitudes and the schools' responsibility. A. A. Vasil'ev, of the Research Institute of Productive Training, Academy of Pedagogical Sciences, wrote in September, 1969, that for many years the primary goal of secondary schools was the preparation of students for entrance to institutions of higher education, but now formally recognizes the necessity to prepare students for labor activity in material production and in the sphere of social services. He contended that students acquired their attitudes toward labor from the antiquated ideas of secondary school teachers. "Teachers have not freed themselves from antiquated ideas about school teaching," wrote Vasil'ev. "They believe that the secondary school graduate must select a profession rich in intellectual content." Pointing out the scientific-technical skills necessary for a working profession, he advocated a ten-year secondary education for all workers. Vasil'ev believed that too many teachers "compared the skills required of today's worker with those of the 'so-called' old working professions

(blacksmith, lathe operator, painter, etc.)" and thus failed to insist upon the level of competence required.[4]

A survey of one thousand senior secondary school students in the city of Ufa showed that only seven percent chose industrial and agricultural work. The most desirable professions were (in order of preference) teacher, doctor, engineer, scientific worker. A similar survey conducted in the city of Grodno showed that eighty-four percent of senior secondary school students wanted to attend an institution of higher education, eleven percent intended to go to work and continue their education in an evening class of a professional-technical institute, and only five percent preferred industrial and agricultural work. In Archangel, Petrova, and Sverdlovsk, ninety-one percent of similar students indicated a desire to enter an institution of higher education. Research conducted in Grodno revealed that over half of the new industrial workers had failed the entrance examinations to higher educational institutions but planned to retake them the following year. The Academy of Pedagogical Sciences, on the basis of its own research, supports the contention of industrial directors that this type of worker contributes to the low productivity of labor.

The Academy of Pedagogical Sciences surveyed 125,000 graduates of the eight-year secondary schools of Leningrad, Sverdlovsk, Khabarovsk, and Novogorod and learned that only 3.8 percent of them aspired to a profession requiring physical labor. The survey revealed that parents shared their childrens' attitudes toward manual labor. Most parents declared that their children would enter a higher educational institution after completion of the secondary school. Only five percent of the parents questioned approved of their children taking a job that required physical labor.[5]

The inadequacies of the polytechnical, labor, and professional orientation programs of the secondary school were also reflected in reports about the productivity of labor in the Soviet Union. A. Ya. Batyshev, Academy of Pedagogical Sciences, reported that in five of the last seven years (1962-1969) the Soviet work force had grown but productivity had decreased.[6] Brezhnev made a similar report to the Twenty-third Party Congress. He said that the rate of increase of labor productivity had decreased from 6.5 percent, 1955-1960, to 4.6 percent in the period 1961-1965.[7] A damaging condemnation of Soviet education was Batyshev's charge that seventy-five percent of the disruptions in the production of heavy machinery and thirty percent of instrument and equipment breakdowns resulted from the use of poorly qualified workers in productive enterprises.[8]

Yet the growing complicity of industrial production demanded less physical labor and more mental ability. Such workers as lathe adjusters, employees in the chemical industry, and the steel plants spend sixty percent of their working time on productive control, regulation of equipment, and analysis of reports and accounts. These

workers needed secondary educational preparation in mathematics, physics, and chemistry, as well as a knowledge of the technical processes involved. Since 1959, educators, industrial directors, party and state leaders have emphasized the demand for workers with a higher general educational background. Brezhnev reported to the Twenty-third Party Congress in 1966 that according to sociologists eighty percent of the jobs in machine construction and metallurgy required workers with at least a ten-year secondary education.

In 1969 and 1970 labor shortages were reported in almost every branch of the Soviet economy. However, the most evident shortage was in the sphere of social services. A survey of two thousand students of the eighth and ninth classes of the secondary school, conducted by the Novosibirsk State University, revealed that the prestige of social services was very low. Among the students surveyed only two percent indicated a preference for employment in the social services. In reporting the results of that research B. N. Rozhman noted that there was an universal demand throughout the U.S.S.R. for such specialties as trade, food services, clothing and apparel repair, repair of household equipment, cleaning and painting. The most common reasons given for not choosing such careers were: the work was boring; work areas were poorly equipped; small, and uncomfortable with inadequate ventilation and lighting; merchandise was in short supply or of low quality and there was a poor selection; and the widely accepted belief that service personnel were dishonest.[9]

Secondary education was condemned as being equally deficient in scientific-technical and socio-political programs. In their reports to the second All-union Congress of Teachers both Brezhnev and Prokof'ev admonished teachers that revisionist, Maoist, and bourgeois tendencies had infiltrated the educational system. In a report to the teachers' congress the party Central Committee charged teachers to familiarize themselves with bourgeois methods of propagandizing their ideologies among Soviet youth, so that they might better counteract such heresies. The party not only feared western propaganda efforts, it also feared the loss of interest by the average Soviet citizen in party activities. Research conducted in 1969 in urban and rural areas of the Soviet Union showed that eighty percent of the parents of members of Communist youth organizations took no part in the activities of those organizations.[10] T. A. Kutsenko, who conducted the research, concluded that the Soviet family had lost interest in Communist party affairs. Research conducted by the Academy of Pedagogical Sciences has revealed that dissatisfaction, restlessness, and desire for better working conditions were widespread among Soviet workers. In a survey of seven industrial enterprises in the city of Grodno thirty-five percent of the employees answered affirmatively to the question, "would you like to leave or change your work," twenty-seven percent expressed doubt, and only thirty-eight percent answered negatively. Of those who indicated a desire to leave or change their work fifty percent complained that their jobs were boring.[11]

The objectives of secondary education in the Soviet Union as set forth in Party policy have always been to educate students in general educational, polytechnical, and labor programs for employment in the industrial sector of the Soviet economy or in social services. In the 1940's the secondary school largely abandoned that objective and by 1966 became primarily a preparatory school for higher education. But there is abundant evidence that it has failed even in its assumed objective. Teachers' Gazette reported in its issue of July 30, 1970, that over half of the graduates of secondary schools failed entrance examinations to higher educational institutions. Committees which conducted entrance examinations for admission to institutions of higher education reported that while a large number of candidates failed to answer correctly questions about social science, mathematics, physics, and chemistry, "the majority of 'unsatisfactory' marks were received in Russian language and literature, and mathematics." Reporting the results of 1968 entrance examinations, V. V. Kargolov charged that candidates were deficient in their knowledge of history, economics, and Soviet culture. Many secondary school graduates whose progress was deemed "exemplary" in the secondary school were refused admission to higher institutions because of poor performance on entrance examinations. V. V. Kargolov reported that of 220 students who were awarded medals for exemplary scholastic achievement only 119 received high marks on the entrance examinations.[12]

FOOTNOTES FOR CHAPTER TWO

1. Vladimir Mikhailovich Khvostov, "Povyshat' Urovyen Pyedagogichyeskikh Isslyedovanii," Sovyetskaya Pyedagogika, May 1969, p. 8. This was a report to a general meeting of the Academy of Pedagogical Sciences, April 1, 1969.

2. "Profyessional'no-Tyekhnichyeskoye Obrazovaniye Na Novym Ētapye," Sovyetskaya Pyedagogika, June 1969, pp. 3-9. This journal of the Academy of Pedagogical Sciences reports the results of research conducted by the academy but it never identifies the time that the research was conducted. It is assumed that all research reported in this paper was conducted in the years 1966-1970.

3. Khvostov, Sovyetskaya Pyedagogika, May 1969, p. 9.

4. A. A. Vasil'yev, "Bol'shye Vnimaniya Profyessional'noj Oriyentatsii Shkol'nikov," Sovyetskaya Pyedagogika, September 1969, p. 15.

5. R. Gurova, "Kak My Gotovim K Zhizni?", Narodnoye Obrazovaniye, March 1970, p. 80.

6. S. Ya. Batyshyev, "Problyemy Pyedagogika Profyessional'nogo Obrazovaniye," Sovyetskaya Pyedagogika, June 1969, p. 12.

7. XXIII C'yezd Kommunistichyeskoj Partii Sovyetskogo Soyuza, (Styenografichyeskij Otchyet), Izdatyel'stvo Politichyeskoj Lityeratury, Moskva, 1966, vol. II, p. 10.

8. Batyshyev, Sovyetskaya Pyedagogika, June 1969, p. 12.

9. B. I. Rozhman, "Ob Oriyentatsii Shkol'nikov Na Trud V Sfyerye Obsluzhivaniya," Sovyetskaya Pyedagogika, December 1970, pp. 50-53.

10. T. A. Kutsyenko, "Problyemy Nravstvyennogo Vospitaniya V Pionyerskoj I Komsomol'skoj Organizatsiya," Sovyetskaya Pyedagogika, December 1969, p. 52.

11. Gurova, Narodnoye Obrazovaniye, March 1970, p. 81.

12. V. V. Kargalov, "Nyekotoriye Uroki Vstupityel'nykh Ēkzamyenov V Vuzy Po Istorii V 1968 g.," Pryepodavaniye Istorii V Shkolye, March/April 1969, pp. 44-48.

CHAPTER THREE

THE DIRECTION

The Twenty-third Congress of the Communist Party of the Soviet Union which convened in Moscow from March 29 to April 8, 1966, adopted the Eighth Five-year plan for the economic development of the U.S.S.R. for the years 1966-1970. Leonid I. Brezhnev, First Secretary of the Central Committee, delivered the Committee's Summary Report to the Congress. He described the five-year plan as an important new stage in the peoples' struggle to create a material-technical base of Communism. The Summary Report listed these main objectives of the five-year plan.

> The achievements of science and technology must be universally applied, all sources of social production must be expanded, and labor must be more productive and effective to assure a substantial industrial growth and a rapid stable tempo of agricultural development, to raise living standards substantially, and to more fully gratify the material and cultural needs of all Soviet people.[1]

It also stated that new steps were being made "to solve such problems as the elimination of existing differences between urban and rural, mental and physical labor."

The establishment of such goals had been a common practice of party Central Committees in making their Summary Reports to past party congresses. Their reiteration in 1966 did not assure fulfillment, although the party proposed political, economic, and cultural improvement through improved education. Current Communist ideology contends that the Soviet Union is on the threshold of completing the transition from socialism to communism. Those who made party policy were convinced that education would assure the institutional and human resources that a successful transition demanded. Brezhnev told the delegates to the Twenty-third Party Congress:

> Building communism requires that the work of the school be upgraded, physical facilities be expanded, and the educational process be improved. The Soviet school must develop as a general educational, labor, polytechnical [school]. It must supply students with a sound knowledge of the fundamentals of science, formulate in them a materialistic attitude and communistic morality, and prepare youth for life and the conscious selection of a profession.[2]

Other delegate reports echoed these sentiments and indicated specific areas in which educational reform was needed. Responding to a recognized need, the Congress adopted a resolution and a directive that expressed the party's new educational policy. The directive called for "transition to universal secondary education in the five-year period [1966-1970]."

The party resolution stated that the quality and substance of general, labor, and polytechnical instruction must comply to the contemporary requirements of Soviet society. Schools were not only obligated to instruct students in the principles of communist morality, but they were also responsible for students' political-cultural improvement and their Marxist-Leninist attitudes. The party resolved to solve the most pressing needs of education through an accelerated program of educational research. It promised to expand the physical facilities of the schools, to improve the quantity and quality of school equipment, and to provide for a more rational and complete utilization of materials allocated to educational institutions.

The scientific-technological programs of the secondary school, the resolution declared, must reflect the latest achievements of science and technology. This required that textbooks be rewritten or revised to eliminate outdated, superfluous, repetitious, and poorly written educational materials. Equal emphasis was put on the need to reform socio-political programs to bring them in closer harmony with the theories of Marx and Lenin. Significant curricula changes were made in courses in Russian language and literature, science, mathematics, history, social sciences, and labor training. These changes were designed to facilitate student progress in the three directions stipulated in the Central Committee's Summary Report. Better course content and new teaching methods were expected to establish an unity in secondary education wherein each of these areas would complement the others. To broaden the student's understanding of some subjects, new elective courses were recommended in senior classes of the secondary school. A basic military training program was added to the secondary curriculum to augment Soviet universal compulsory military service which was reduced from three to two years in 1967.[3]

An All-union Ministry of Education began to direct and coordinate the activities of secondary educational institutions throughout the Soviet Union as early as 1966, although a decree creating the ministry was not issued until January, 1969. The Academy of Pedagogical Sciences of the Russian Socialist Federated Soviet Republic was transformed into an All-union academy in February, 1967. Its organizational structure is very similar to that of the Soviet Academy of Sciences but its activities are confined to problems of education. Attached to the Ministry of Education, it coordinates and directs all educational research in the Soviet Union.

On November 10, 1966, the party Central Committee and the Council of Ministers, U.S.S.R. issued a joint decree "About Measures for Further Improving the Work of the Secondary School."[4] This decree combined elementary, incomplete, and complete secondary education in an universal unitary secondary educational system. It decreased the elementary program of the secondary school from four to three years. The fourth year of the elementary program and two years of the complete secondary program were added to universal secondary education which extended it to ten years--grades one through ten. Subsequent directives and instructional letters issued by the party Central Committee, the Council of Ministers, ministries, departments, and educational institutions demanded such radical changes that an apparent evolutionary reform movement was quickly transformed into a revolutionary movement.

The party recognized that the ultimate success of the new education depended on the teachers' knowledge of their subjects, their socio-political attitudes, and their ability to impart knowledge to their students and to develop desirable personal and collective characteristics. Compulsory re-educational programs were inaugurated for all teachers and supervisory personnel of elementary, secondary, and secondary special education. These programs were organized at local levels of education according to plans worked out by the Academy of Pedagogical Sciences. Re-education classes were conducted by teachers specially trained in educational methods. Participants learned the new content of courses that they taught, the uses of modern educational aids and technical equipment (television, recorders, projectors, etc.), and more effective teaching methods. An intensive propaganda campaign and numerous directives applicable to all segments of Soviet society preceded implementation of new educational programs and has apparently succeeded in eliciting universal commitment to educational reform.

Educational research and experimentation of projected plans and programs started in 1957 were greatly accelerated in 1966. Their results were to be incorporated into the new system beginning in 1970, but the changes were so great that the Minister of Education requested a two-year extension of time. Implementation is now scheduled for the 1972-1973 school year in the Russian Socialist Federated Soviet Republic and one year later in the Union Republics. A decade will have passed before the transition is completed. The inability of the Academy of Pedagogical Sciences to formulate new plans, programs, methodological aids, and textbooks before the implementation date of their respective courses delayed implementation. Other delays resulted from the necessity to re-examine courses that had been successfully tested in experimental schools of the academy but were proven deficient when introduced into the public schools. The most formidable complications have been encountered in new programs for Russian language and mathematics. From 1966 to 1970 educators concentrated their efforts on perfecting the three year elementary program and the transition from four to three year elementary

education has been made with comparative ease. Such success has not been achieved in the secondary program. Because of over concern for elementary education, the transition to new secondary programs has been delayed. These contemplated reforms of the secondary system are so comprehensive and implementation procedures so complicated that they preclude a smooth transition from eight-year to universal ten-year secondary education.

Soviet educators contend that the current educational reforms are a stage in the uninterrupted evolution of an unitary educational system. Such a contention ignores long periods of stagnation when the secondary school functioned without policies and objectives consistent with needs of the Soviet state. By 1966 the secondary school had so neglected these needs that only radical reform could change the direction in which education was moving. Leonid I. Brezhnev saw the true nature of needed reforms and favorably compared the current movement in education to the Cultural Revolution that occurred in the Soviet Union in the 1920's. Speaking to the Second All-union Congress of Teachers in 1968, he said: "Before us stand problems which by their significance and scope are no less grandoise than those which Soviet authorities solved in the period of the Cultural Revolution."[5]

The efforts to achieve rapid implementation of universal secondary education put a tremendous strain on the existing physical facilities of secondary schools. It is anticipated that the number of students completing secondary education will have quadrupled when implementation is fully achieved. An accelerated construction program and increased production of school equipment will afford partial relief. Other relief is anticipated by adding the last two years of general education to the curricula of professional-technical educational institutions. The inclusion of general educational programs in such institutions necessitated the extension of professional-technical education by one year.

The directive and resolution of the Congress and Brezhnev's statement about the direction in which the school must develop attest to the party's dissatisfaction with the standards of Soviet secondary education. Reports from the Soviet Union indicate that the problems are not yet solved. Scientific-technological and socio-political programs were not abreast of the latest developments in their respective fields. Textbooks were so loaded with redundant and superfluous materials and minutia that even the best students had difficulty in reaching the standards demanded for entrance to institutions of higher education. Lessons were conducted in such a formal atmosphere that independence, creativity, and free expression were discouraged. Politics, patriotism, atheism, permeate every classroom subject and quotations from Marx, Engles, and Lenin saturate the entire educational process. Some American educators similarly to Soviet educators have long recognized the need for educational reform in the U.S.S.R., but it is doubtful that even

the Americans anticipated such extensive reforms as those now being introduced into the Soviet educational system.

Stated or readily inferred in the new education programs are paradoxes that have retarded educational progress for the past half century. The party propagandized the necessity for "democracy," "creative thought," and "creative activities," by teachers and students, but creativity is suppressed in Soviet schools by the Leninist principle of Democratic Centralism. This theory of democracy subjugates the minority to the majority and the lower echelon of administrative and executive control to the next higher echelon. L. I. Brezhnev defined this long recognized democratic principle in the Central Committee's Summary Report to the Twenty-third Party Congress when he said:

> The development of inter-party democracy presupposes a tightening of discipline within the party. These are firmly tied together. Complete democracy, freedom of opinion, debate on all questions, and iron discipline after a decision is made by the will of the majority--such is the indisputable law of the party and we must demand its absolute observance by all party members wherever they work and in whatever position they occupy.[6]

The party consistently achieves a high degree of success in enforcing Democratic Centralism at the republic and regional levels of education. But at local levels, including the classroom, where party policy must ultimately be implemented, the system of party control has been less stringently enforced. This dilemma has hampered the accomplishment of educational goals since the overthrow of the Tsarist regime. The most evident reasons for relaxation of party control are conflicts between centralized agencies and local authorities over the control of education; frequent changes in party policies relative to the importance of general education, polytechnical, and labor programs in the secondary school; the disparities between party requirements and students' desires for mental and physical development; and the inequalities of rural schools compared to urban schools.

The Soviet government and the Communist Party attempted to establish an unitary educational system in 1919. Since then the party's educational policies have been in a state of flux because of the requirements for general educational, polytechnical, and labor programs. To meet the changing national and local needs for socio-political and scientific-technological education the party has shifted its emphasis from one to another of these principles. Fluction of party policy has precluded solutions to problems within these areas: inadequate physical facilities for local schools (school buildings, laboratories, libraries, workshops, etc.); a critical shortage of professionally and politically qualified teachers; a shortage of textbooks and teachers' and students'

educational aids published and distributed in quantities adequate to the schools' needs; and a weak commitment to education by State and party organizations and individuals. Because of these deficiencies the Party has not always compelled strict adherence to its educational policies. Party organs often face the necessity of relaxing democratic centralism to retain a semblance of party control. Heretofore, "solutions" have often been in the form of rationalizations, deceptions, and outright falsehoods by which a semblance of continuity and consistency has been maintained in controlling and directing the educational system.

A school system like that described in the 1919 party program has never functioned in the Soviet Union. Numerous attempts have been made to achieve this objective, but because of changing economic, political and social needs, the educational system has developed in one direction to the detriment of the others. In historical perspective, efforts to reach this objective have impeded the effectiveness and progress of Soviet education. Awareness of such past failures is reflected in the nature and extent of the contemporary educational reform movement.

FOOTNOTES FOR CHAPTER THREE

1. XXIII S'yezd Partii, I, p. 56.

2. XXIII S'yezd Partii, I, p. 80.

3. I. B. Byerkin, "Sovyetskaya Strana V 1966-1968 gg.," Pryepodavaniye Istorii V Shkolye, March/April 1969, p. 19.

4. Pravda, 10 November 1966, p. 1.

5. Matyerialy Vsesoyuznogo S'yezda Uchityelyej, Izdatyel'stvo Politichyeskoj Lityeratury, Moskva, 1966, p. 8.

6. XXIII S'yezd Partii, I, p. 89.

CHAPTER FOUR

THE MINISTRY OF EDUCATION U.S.S.R.

Close integration, unity, and centralized authority are distinctive features of the political, economic, and social institutions of the U.S.S.R. In education these features have been advocated and propagandized but enforced only at the levels of higher and secondary special education. Control over higher education is accomplished by an All-union Ministry of Higher Education, and in 1959 similar control of secondary special education was given to this ministry.[1] The absence of such control over elementary and secondary education is atypical in a highly centralized state like the Soviet Union. Although party congresses approved secondary educational policy, the Republic Ministers of Education interpreted that policy and applied it to the degree that they deemed feasible and applicable to local conditions in a particular republic. These fifteen Republic Ministers of Education not only directed secondary education but they also determined the curricula educational programs and textbooks for secondary schools within their respective republics. Unity of purpose and coordination of effort was absent among the republics and often even within them. The resulting effect on secondary education has been the absence of integration, unity, and centralized control which can be attributed primarily to the absence of a central, coordinating authority for the secondary educational system.

Prior to 1966 the Republic Ministries of Education exercised the following functions in secondary education:

a. Compliance with state laws about secondary education.
b. The training and assignment of teachers.
c. The assignment and control of school directors.
d. The responsibility for the conditions of secondary schools and the results of their educational programs.
e. Periodic inspections of educational institutions.
f. The giving of methodological instructions and assistance to teachers.
g. The formulation of curricula and educational programs and issuing and disseminating instructions and directives about them.
h. The approval, adoption, and distribution of textbooks and educational aids.[2]

Under the Minister the republic ministries of education were organized in a manner analogous to the Ministry of Education R.S.F.S.R. It contained these directorates and educational councils:

a. The Chief Directorate of Schools with departments:
   1. Educational Methodology.
   2. Adult Education.
   3. Non Russian Schools.
b. The Chief Directorate of Higher and Secondary Teacher Training Institutions.
c. The Chief Directorate of Pre-School Education with departments:
   1. Training and directing teaching cadres.
   2. Finance--planning--and others.
d. The Chief Directorate for Educational-Technology of Industry.
e. The Chief Directorate of the Educational Press and the publication of childrens' literature.
f. The Council for Educational Methodology.
g. The Council for school art programs and methods of childrens' recreation.

Unlike the other republic ministries the Ministry of Education R.S.F.S.R. had an Academy of Pedagogical Sciences for conducting educational research and a number of experimental schools for testing programs and textbooks and training teachers. On the basis of research it made recommendations and suggestions to other republic ministries of education although these recommendations and suggestions were not binding. The Ministry of Education, R.S.F.S.R. conducted institutes, courses, and seminars that were available to teachers from all union republics through a Central Institute of Teacher and School Director Improvement, a Central Methodological Council for Pre-School Education, and a Central Institution for Young Technicians that included young naturalists and other extracurricular youth organizations.[3]

Conversations between Soviet educators and American educators, who visited the Soviet Union in 1962, indicated that Soviet educators were aware of the problems arising from the absence of a central coordinating agency for secondary education. At that early date the Soviets contemplated the creation of a central Ministry of Education, but no specific date was given for its creation since they believed such action required a modification of the constitution of the U.S.S.R. In those conversations the Americans were told that when created, the ministry of education would be a coordinating agency and would not centralize authority over secondary schools.[4]

It became evident at the Twenty-third Party Congress in 1966 that the party's interpretation of the Ministry's duties did not agree with that of Soviet educators. The party supported a ministry that would coordinate secondary educational endeavors and also

centralize authority of the entire secondary educational system. A. Ya. Pel'she, First Secretary of the Latvian Communist Party and a member of the Party's Central Committee, reported that frequent and useless reorganizations caused considerable difficulties in the work of secondary schools. He was particularly disturbed by the extension of secondary education from ten to eleven years in 1958. A move which, he said, was followed by a return to the ten year curriculum in 1959 and a reinstitution of the eleven year school in 1966 in the three Baltic Republics (Estonia, Latvia, and Lithuania). In his opinion these frequent reorganizations were occasioned by the absence of a single directing authority for secondary education. "In the opinion of many educators," said Pel'she, "the time is ripe for creating such an organ." Delegates to the congress voiced their approval by receiving Pel'she's proposal with prolonged applause.[5]

Evidently the Ministry of Education, U.S.S.R. had advanced far beyond the planning stage when Pel'she reported to the party congress that the time was ripe for its creation. The new ministry began to issue all-union directives and instructions about secondary education almost immediately after the Twenty-third Party Congress in 1966. It continued to direct the secondary educational system for at least two years before the Council of Ministers, U.S.S.R. approved and published the "Regulations about the Ministry of Education, U.S.S.R." on January 7, 1969.[6] This regulation explicitly assigned almost complete authority over secondary general education to the Union Ministry of Education. Contrary to the opinions of Soviet educators as reported by Dr. Rudman in 1962, the ministry is not merely a coordinating agency but a centralized authority headed by a minister with full ministerial status in the Soviet government. Article eleven of that regulation states that the Ministry of Education issues prikazes, instructions, and directives requiring mandatory fulfillment by Ministries of Education of all Union Republics, other republic organs of education, and executive committees and Councils of Workers Deputies having cognizance over secondary, pre-school, and secondary or higher teacher training institutions.

The Ministry is headed by a minister appointed by the Upper Soviet, U.S.S.R. or when that body is not in session by its Presidium. M. I. Prokof'ev presently occupies that position. He is personally responsible for fulfilling the goals and obligations assigned to the ministry and for the fulfillment of state plans and compliance with state discipline by republic ministries of education and their subordinates. The Ministry is subject to the laws of the U.S.S.R., Ukazes of the Presidium of the Upper Soviet, decrees and directives of the Council of Ministers and general regulations governing ministries of the U.S.S.R. The ministry is responsible for fulfilling thirty-seven obligations clearly defined in the Regulations and numerous other duties not so clearly defined and sometimes merely implied. All of its activities relate directly to the work of secondary general education, pre-school and extra-school establishments, educational research and teacher training

institutions. Its responsibilities extend to all such institutions in the Soviet Union.

The Minister's primary duties are to continually improve curricula and educational programs to assure the achievement of educational objectives by Secondary General Education, Polytechnical, and Labor Training Schools, Pre-School establishments, educational research institutions, and Teacher Training Institutions. To fulfill these duties he is directed to develop and expand the network of secondary general educational schools and pre-school establishments to meet the growing need for more competent workers. He approves construction projects and plans for schools under his jurisdiction and for the equipment and educational aids essential to them. The union requirements for educational specialists and teachers are determined by the Minister of Education and he formulates and establishes the curricula and programs necessary to supply those needs. In cooperation with the Minister of Higher and Secondary Special Education he establishes the curricula for teacher training institutions but he is solely responsible for the success or failure of continuing programs of professional improvement for teachers. He directs elementary military training programs in secondary schools, selects military instructors, and provides the educational and physical facilities required for these programs. He adopts and supervises the use of movies, radio, television and other technical aids for secondary and teacher training education. Textbooks and teaching aids including those required for special educational disciplines are prepared under the minister's supervision and he authorizes publication and controls their distribution. He supervises and coordinates all educational research conducted in the Soviet Union. He examines reports of domestic and foreign educational research and implements those deemed beneficial to Soviet education. He authorizes the opening and closing of educational research laboratories. He formulates and publishes standard regulations for general education, pre-school, and extra-school institutions, organizes sports competitions, technological displays, olympiads, and awards medals, insignia, and diplomas to deserving teachers and other personnel under his jurisdiction.

To assist the Minister of Education in achieving these objectives he is assured the active assistance and cooperation of all state enterprises, organizations, and establishments, professional unions, executive committees of councils of workers deputies, councils of assistance to family and school, and other social organizations.

The organizational structure of the Ministry of Education consists of a College of the Ministry, a Council for Problems of Secondary General Education, A Learned Methodological Council, and the Academy of Pedagogical Sciences. The College of the Ministry is composed of the Minister of Education, U.S.S.R., deputy ministers, and supervisory educational personnel. It examines problems relating to the development of education, educational sciences, supervises the

activities of subordinate establishments, organizations, and enterprises, verifies the selection and utilization of workers and teachers' cadres, examines prikazes and instructions to be issued by the Minister, and receives reports from republic ministers of education and directors of other subordinate establishments, organizations, and enterprises of the ministry. The decisions of the college are implemented by ministerial prikaze. If there is disagreement among the members of the college, the minister implements his decision and reports details of the disagreement to the Council of Ministers. Other members of the college can report their decisions in the same manner.

The Council for Problems of the Secondary School consists of the Minister of Education, U.S.S.R. (chairman), his deputy ministers, the President of the Academy of Pedagogical Sciences, U.S.S.R., and the ministers of education of the union republics. This council examines problems that relate to the function, development and improvement of universal secondary education throughout the Soviet Union. Its decisions are made only after taking into consideration the local conditions that effect the development of secondary schools in union republics. Apparently only this council can authorize departures from established norms for secondary education if conditions within a republic warrant such a departure.

The Learned Methodological Council draws its members from the ranks of noted scientists, highly qualified specialists, and representatives of educational societies and other organizations. Its duties are concerned primarily with the examination and evaluation of educational programs, textbooks, educational aids and methodological materials. This council's recommendation is required for their adoption. Membership of the Learned Methodological Council and regulations governing its activities are approved and issued by the Council of Ministers, U.S.S.R.

FOOTNOTES FOR CHAPTER FOUR

1. The Ministry of Higher and Secondary Special Education, U.S.S.R. is an All-union Republic Ministry that directs higher and secondary special education throughout the Soviet Union through Republic Ministries and committees of higher and secondary special education, ministries of education, and union and republic departments having institutions of higher education.

   The goals of the Ministry are: development and improvement of the system of higher and secondary special education; planning and development of higher and secondary education; formulation of general educational-methodological materials and aids; assisting the republics in training highly qualified specialists; development of research activities in Higher Educational Institutions; and training qualified specialists for other areas of the national economy.

   With approval of Ministers of Education, Union Republics, the All-union Ministry determines the specialities in which students are trained, approves curricula and courses, coordinates plans for publishing textbooks and educational aids, approves regulations governing admission to Institutions of Higher Secondary Special Education, and approves the types of equipment used in schools and laboratories.

   Prior to 1966 the Ministry of Higher and Secondary Special Education had no counterpart in secondary education.

2. "Ministyerstvo Narodnoye Obrazovaniye V SSSR," Pyedagogichyeskaya Entsikopyediya, Izdatyel'stvo Sovyetskaya Entsiklopyediya, Moskva, 1964. Vol. II, pp. 833, 834.

3. "Ministyerstvo Prosvyeshchyeniye," Pyedagogichyeskaya Slovar', Izdatyel'stvo Akadyemii Pyedagogichyeskikh Nauk, Moskva, 1960. Vol. I, pp. 693, 694.

4. Herbert C. Rudman, Structure and Decision-Making in Soviet Education, U.S. Government Printing Office, 1964, p. 12.

5. XXIII S'yezd Kommunistichyeskoj Partii Sovyetskogo Soyuza, Vol. I, pp. 13, 14.

6. Materials relating to the newly created Ministry of Education, U.S.S.R. are in Appendix A.

CHAPTER FIVE

THE ACADEMY OF PEDAGOGICAL SCIENCES

The Academy of Pedagogical Sciences, U.S.S.R. conducts educational research in all aspects of secondary education and the training of teachers for secondary schools. Although the academy is subordinate to the Minister of Education, his authority is apparently limited to coordinating the academy's activities with those of other departments of the ministry. The Party Central Committee and the Council of Ministers, U.S.S.R. issue administrative and operational directives directly to the Academy and approve its organizational structure.

The All-union Academy was established in February, 1967 when the Academy of Pedagogical Sciences, R.S.F.S.R. was reorganized and elevated to all-union status. The major deficiencies of the Republic Academy had become evident after 1958 when the Academy bore the brunt of responsibility for failure to achieve the party's educational programs for secondary education.

The Republic Academy conducted research that formed the basis for plans and programs by which the secondary educational curriculum would fulfill the state law "About Strengthening Ties of School with Life and About Further Development of the System of Peoples Education in the U.S.S.R." This 1958 law was an attempt by the Soviets to achieve the persistent but ever evasive goal of combining general and polytechnical education with labor training in a universal secondary educational system. Such a combination was to be achieved by increasing the number of hours devoted to labor training by supplementing classroom instruction with on-the-job training. Cooperating plants, factories, and state and collective farms were to make work spaces available to the schools for actual work experiences, but students assigned to these spaces were to be under the control and supervision of employees of the cooperating organization. To fully implement the expanded labor training program, the Academy recommended that secondary education be extended from ten to eleven years.

In 1958 the Academy formulated new regulations for the (incomplete) eight-year general educational school; the evening secondary school for workers and rural youth; and the (complete) eleven-year secondary school with productive training. It issued instructions for the organization and conduct of labor training programs and productive labor brigades and proposed new programs and courses for all secondary school disciplines. These educational

reforms were not well received by Republic Ministers of Education; implementation was neither universal nor successful in those schools where they were adopted. In fact, many proposed reforms never got beyond the planning stage in the Academy of Pedagogical Sciences. The Minister of Education, R.S.F.S.R. accepted most of the Academy's proposals which were applicable to the schools located in a highly industrialized republic. The ministers of less highly industrialized republics made no serious attempt to implement the 1958 reforms. The Academy of Pedagogical Sciences, R.S.F.S.R. was a scapegoat for the failure of those reforms. It is evident that neither the organizational nor operational structure of the Academy was adequate to the tremendous task for which it was made responsible.

The Academy of Pedagogical Sciences was established in 1943 with its center in Moscow. It had its own president, presidium, and in its last election in 1959 thirty-one active and sixty-four correspondent members were elected to it. The Academy then consisted of ten research institutions employing 650 persons. Although research was often conducted on problems of a universal nature and research results were supposedly implemented in all Soviet schools, the Academy was primarily oriented to the educational needs of the R.S.F.S.R. Research conducted outside the Academy under the supervision and control of local authorities was not coordinated with that of the Academy. Such controlled research made little contribution to development of education in the U.S.S.R. It was often duplicated in the Academy's institutes, research methods and procedures were of mediocre or law quality, and research topics were often unrelated to the actual needs of education.

V. P. Potemkin was president of the Academy from the time of its organization in 1943 until 1946. He was succeeded by I. A. Kairov who served as president until the Academy was reorganized in 1967. While serving as president, Kairov also carried out other party and state duties which surely took him away from the Academy for long periods of time and severely limited his supervision. He was Deputy of the Supreme Soviet, U.S.S.R. from 1950 to 1962 serving part of that time as chairman of its parlementary section, and he was deputy chairman of the Soviet of Nationalities from 1958 to 1962. A member of the party since 1917, he also held several party positions. He was candidate member of the Central Committee, C.P.S.U. from 1952 to 1961, member of the Central Revision Commission in 1956, and a voting delegate to the Twenty-third Party Congress in 1966. When the Academy was reorganized in 1967 Kairov was demoted to supervisor of a laboratory of the Institute of General Problems of Education.[1]

From the time it achieved national status in 1967 until 1969 the Academy of Pedagogical Sciences continued to function in much the same manner as the Republic Academy. Three general meetings of the Academy's members were held in 1968 in which active and correspondent members of the republic academy participated. Research activities

that were started in the Republic Academy were continued in the National Academy. In the spring of 1969 the party and state issued directives that defined the specific areas of the Academy's responsibility. Although these directives were not published in their entirety, they were the subject of editorials published in the April, 1969 edition of Narodnoye Obrazovaniye, and the May, 1969 edition of Sovyetskaya Pedagogika, monthly journals of the Academy of Pedagogical Sciences. The status of the former Academy's research institutes was revealed in November, 1969 when Narodnoye Obrazovaniye reported that the Soviet government had approved proposals from the Minister of Education and the Academy of Sciences that these institutes be transfered to the newly created national Academy of Pedagogical Sciences.

A regulation defining the organizational and operational structure of the Academy of Pedagogical Sciences has not been published. However, the Party Central Committee and the Council of Ministers issued three directives in 1969 about the Academy's activities: "About the Basic Direction of the Activities of the Academy of Pedagogical Sciences, U.S.S.R.,"[2] "About the Structure of Research Establishments of the Academy of Pedagogical Sciences," and "About the Creation of a Publishing Organ of the Academy of Pedagogical Sciences--'Pedagogika'."[3] These directives were not published verbatim, but the Educational press has summarized them and these summaries formed a basis for this study. They established a framework for control and supervision within the Academy and formed guidelines for cooperation between it and other organs of secondary education and for coordination of all educational research in the Soviet Union.

The immediate objective of the Academy of Pedagogical Sciences is to solve the problems of secondary education through research and experimentation. On the basis of research the Academy is charged with formulating scientifically sound educational reforms which will assure a successful transition to universal secondary education. It is also responsible for universal compliance with the Central Committee's and Council of Ministers' directives, resolutions, and decrees about secondary education. The Communist Party has delegated a tremendous amount of authority to the Academy of Pedagogical Sciences which it has charged with enforcing party educational policy. Initial directives from the Academy indicate that it will use as much authority as is necessary to create professionalism in educational research and secondary education, a collective approach to solving the theoretical problems of education, centralization of authority in secondary education, and universal implementation of its educational plans and programs.

The Academy conducts, directs, and coordinates all research in the fundamental theories and principles of education, general and educational psychology, and growth physiology. It coordinates the development of educational research facilities in the union republics,

compiles and systematizes information about problems of education and school affairs in the Soviet Union and foreign countries, and it disseminates educational information to educators and propagandizes education among Soviet citizens. The Academy of Pedagogical Sciences closely coordinates its activities with those of the Academy of Sciences and its branch academies, the Ministries of Education, and other educational organs of the union republics.[4]

The Academy has apparently achieved a high degree of internal cooperation and coordination, but one cannot determine at this early stage of its development which internal organ is responsible for each of the Academy's activities. The president is assisted by a presidium which directs the activities of numerous soviets and thirteen research institutes, each of which has its own director, deputy director, problem soviets and research laboratories. Below the presidium there is a great amount of overlapping responsibility. A look at the duties of institutional directors gives some insight into this chaotic condition. They direct the activities of their own institutes and also serve on problem soviets of other institutes. They coordinate the activities of their institutes with those of other institutes conducting research in related areas. Since the academy is responsible for research in all areas of secondary education, several institutes are usually engaged in research of a related nature. Institutional directors are collectively responsible for the end results of such research.

In 1970, the Academy of Pedagogical Sciences was concentrating its research activities on eight major problems:

I. To compose a set of basic educational theories and appropriate methodology to accompany them based on Marxism-Leninism, and to compile a complete history of the origin and development of Soviet educational theories;

II. To conduct a thorough study of the influence of Communistic teaching and education on the attitudes and activities of children's collectives, the family, and society; to make scientifically sound recommendations for indoctrinating the younger generation with the doctrines of Marxism-Leninism, for educating youth in the spirit of communistic morality, Soviet patriotism, and socialist internationalism; and to determine the extent and method for conducting communist youth activities in the school;

III. To improve the content, form, and method of teaching the latest achievements of science and technology; to work out scientifically sound recommendations for the general educational, polytechnical, and labor training programs for secondary education; to make the transition to universal secondary education; and to prepare youth for life, socially desirable labor, and the selection of a profession;

IV. To expand research in general, educational, and social psychology with the goal of determining the fundamental laws that govern the formation of personality and growth characteristics of

children, including their attitudes and interests; to reveal the reasons why some children deviate from normal psychological and physical development and to devise ways to eliminate those reasons; and to determine the most appropriate method for activating the thought processes of children;

V. To develop a research program in growth psychology; to conduct a thorough study of the higher nervous activities of children; to improve the physical education and hygiene programs of the school; and to formulate a scientifically sound work routine for educational institutions and the student's study and homework assignments;

VI. To determine the requirements for training and improving teachers' cadres for secondary, pre-school, and extra-school establishments; to determine the optimal organization of teachers' activities in the various phases of the educational process; and to determine the type and extent of guidance and assistance needed by teachers in the performance of their duties;

VII. To study the effectiveness of education in the Soviet Union and to solve the problems relating to the planning and economics of education;

VIII. To study the educational systems of foreign countries; to criticize bourgeois educational and psychological theories; and to refute the arguments of those who falsify Marxist-Leninist theories for teaching young people.

Forty-eight active and seventy-nine correspondent members were elected to membership in the Academy of Pedagogical Sciences at its first general meeting in 1968. Membership is considerably larger than that of the Republic Academy; apparently those who held membership in the old academy retained it in the new one. The present membership represents union and republic ministries of education, the Academy of Sciences, research institutions, universities, and teacher education institutions from the various geographical and political divisions of the Soviet Union. Almost all members hold a doctorate or a doctorial candidate degree with the corresponding rank of academician or professor. The academy's membership consists of the elite of Soviet educators. According to reports that appeared in educational journals from 1968 to 1970 thirty-one active and sixty-three correspondent members either authored books or journal articles, participated in major conferences, or achieved noted success in the field of educational research during that two year period.

The organizational structure of the Academy is more comprehensive than that of its predecessor. A president heads the Academy. This position is not new but the president has considerably more authority than those who served in this capacity in the old academy. Since 1967 Vladimir Mikhajlovich Khvostov has held that position from which he has completely dominated the Academy's activities. This sixty-six year old academician holds the doctor's degree in historical sciences and has been a party member since 1943. His special fields are modern history, history of international

relations, and methods of teaching history. He has authored numerous textbooks for higher educational courses in those fields. His latest book, Istoriya I Istoriki (History and Historians), was published in 1966.

He has been professor of history at Moscow State University since 1939 and from 1959 to 1967 he was Director of the Institute of History, Academy of Sciences, U.S.S.R. In 1944-1945 and from 1957 to 1959 he was on special assignment to the Party Central Committee. While serving as a member of the College of the Minister of Foreign Affairs from 1947 to 1953, Khvostov headed the higher diplomatic school of the Historical-diplomatic Directorate and chaired the faculty of International Relations and Foreign Policy of the Academy of Social Sciences attached to the Party Central Committee and the faculty of Historical-diplomatic Science of the Ministry of Foreign Affairs. He holds the diplomatic rank of "Ambassador First Class" and has represented the Soviet Union at numerous international conferences and sessions of the General Assembly of the United Nations.[5]

Khvostov is assisted by two vice presidents, Antonina Gyeorgiyevna Khripkova and Alyeksyes Ivanovich Markushyevich. Khripkova, sixty-one years old, holds a doctor's degree in biological science with the rank of professor. Since 1962 her major field of interest has been the physiological-functional changes that occur in students of the fifth, sixth, and seventh grades while engaged in labor training courses of the school.[6] Markushyevich has been an active member of the Academy of Pedagogical Sciences since 1950 and vice-president of the academy since 1964. From 1958 to 1963 he was Deputy Minister of Education, R.S.F.S.R. A member of the Communist Party since 1951, Markushyevich was a deputy to the Supreme Soviet, R.S.F.S.R. during its fifth and sixth sessions. His major fields of interest are the history of mathematics and methods of teaching mathematics. He was chief editor of the authors' collective that compiled a childrens' encyclopedia and an encyclopedia of elementary mathematics.[7]

The presidium is subordinate to the president. It consists of at least five members who perform both administrative and functional duties. The presidium assigns internal research projects, supervises and directs research, and examines and approves all research results. Nikolaj Pavlovich Kuzin, born in 1907, is its Chief Scientific Secretary. He has been a party member since 1938. Having begun his party activities as a Pioneer Vozhaty at the age of seventeen, Kuzin continued his close association with Communist youth organizations. He taught History of the U.S.S.R. at the Moscow Educational Institute of Foreign Languages and has authored a number of books on history and methods of teaching history.[8]

Fyodor Filippovich Korolyev, a member of the presidium, is a seventy-three year old doctor in educational sciences. A member of

the communist party since 1924, Korolyev has been an active member of the Academy and a member of its presidium since 1965. Since 1963 he has been chief editor of the journal Sovyetskaya Pyedagogika. He has worked for a number of years in the Central Educational Institute for Improving the Qualifications of Teachers, "N. K. Krupskaya" Academy of Communistic Teaching.[9]

Ele Isaevich Monoszon is seventy-three years old and has been a member of the Communist party since 1932. From 1955 to 1965 he was Deputy Director of the Institute of Educational Methods of the Academy. His most active work has been in the fields of the Theory of Education, content of instruction in the secondary school, formation of student attitudes in the process of instruction and labor activities, and methods of educational research.[10]

Anatolij Alyeksandrovich Smirnov is also a member of the Academy's presidium. At seventy-seven years of age this doctor of educational sciences with the rank of professor, has had a long distinguished career as a psychologist. He has been an active member of the academy since 1947 and a member of its presidium since 1950. From 1955 to 1958 he was Chief Editor of the journal Voprosy Psikhologii (Problems of Psychology). He directed the Soviet Society of Psychologists from 1957 to 1963. A professor at Moscow State University from 1941 to 1951, he directed the university's Institute of Psychology from 1945 to 1951. His major research activities have been in problems related to memory and thought processes. He is the author of a number of books on general, child, and educational psychology and co-author of a two volume work on the history of psychological sciences in the U.S.S.R.[11]

No biographical information is available on the other known member of the presidium--a D. B. Kavalevskij, but in 1970 he was chairman of a special soviet for aesthetic teaching attached to the presidium.

A Research Coordinating Soviet was created at the end of 1968 by the presidium in compliance to a ukase issued earlier by the Party Central Committee. This soviet was patterned after a similar soviet that was formed in the Ukrainian Teacher's Institute in 1959. It coordinates all educational research that is conducted in the Soviet Union in an effort to avoid duplication of research, to eliminate projects that have no theoretical or practical significance, and to assure objective research and a rational distribution and utilization of research personnel. In 1969 it coordinated the research activities of the academy's thirteen institutes, fifteen republic educational research institutions, and over two hundred higher teacher educational institutions and universities.

Assisted by the Academy's Bureau of Departments, the Research Coordinating Soviet compiles a summary plan of all research to be conducted in educational sciences in the Soviet Union. The first

comprehensive listing of research themes, published sometime prior to October 1969, covered the years from 1971 through 1975. In compiling this list the soviet reportedly examined research proposals that were received from research institutions, educational faculties of universities, teacher institutions, and other educational establishments and individual scientists. It issues instructions and recommendations to special problem soviets working on difficult problems of education. It creates and dissolves problem soviets at its own discretion, and it disseminates research information and provides for an exchange of research experiences through informational bulletins. Such bulletins contain directives, recommendations from the Academy's presidium and Bureau of Departments, analytical reports from the Research Coordinating Soviet, and annotations and reviews of research projects. Summary research plans and informational bulletins are distributed to all educational research establishments in the Soviet Union.[12]

The August 1969 edition of Narodnoye Obrazovanie reported the creation of a New Scientific Soviet which is responsible to the Academy's presidium. The main objective of this soviet is "to coordinate the activities of establishments and organizations engaged in psychological, didactic education, and the technical-economic problems of professional-technical education." This soviet is responsible for the success of secondary general educational schools in fulfilling the polytechnical and labor training programs of the general educational school. It is also responsible for the successful implementation of general educational courses in professional-technical schools. The Soviet is an authoritative organ charged with solving the persistent problem of over-emphasis of one type of education to the detriment of other types. Narodnoye Obrazovaniye editorialized that "For many years disassociation existed between the systems of professional-technical and general education. An important step in eliminating this disassociation is the creation in the Academy of Pedagogical Sciences of a Scientific Soviet for problems of professional-technical education."

Members of The New Scientific Soviet are drawn from the Academy of Pedagogical Sciences, the State Committee for Professional-Technical Education of the Council of Ministers, research sections of the Gosplan, the Ministry of Finance, and from various branches of industry and agriculture. S. Batyshev, doctor of educational sciences, is chairman of the soviet. He is also Deputy Chairman of the State Committee of the Council of Ministers for Professional-technical education.[13]

The Bureau of Departments examines all research problems and coordinates research activities within the Academy. It is also responsible for recruiting qualified specialists to work in the various institutes of the Academy. This bureau creates special problem soviets for solving particularly difficult research problems that arise within the Academy. The Academy of Pedagogical Sciences

has a publishing organ, Pyedagogika, that publishes five monthly educational journals and other educational materials, and the Ushinskij State Educational Library is attached to the academy. Twelve experimental schools are operated by the Academy in Moscow, and 617 schools in other areas of the Soviet Union conduct experiments for the Academy. The Academy's president Khvostov insisted that some of these experimental schools be located in rural areas. He contended that the republic Academy of Pedagogical Sciences had no experimental schools in rural areas and that educational research of the academy was oriented to solving problems of the urban school.

There are twelve research institutes within the Academy.[14] Each has a director and is subdivided into departments, sections, and problem laboratories. They are as follows:

I. Research Institute of General Pedagogics.
Director: Aleksandr Mikhajlovich Arsenev.

Director Arsenev has been a member of the communist party since 1927 and an active member of the Academy of Pedagogical Sciences and a member of its presidium since 1959. Before the Academy's reorganization he was director of the Institute of General and Polytechnical Education. He was Deputy Minister of Education, R.S.F.S.R. from 1949 to 1958.

The Institute of General Pedagogics, the largest and most active institute of the Academy, employs 208 workers, including eighteen active or correspondent members of the academy, twelve doctors of the educational sciences, and eighty-nine doctoral candidates. The institute is subdivided into eight departments. The institute is responsible for research in these general areas:

A. Theory of education and methodology of the educational sciences.
B. History of the origin and development of educational theory and the development of peoples education in the U.S.S.R.
C. The educational theories of foreign countries.
D. Problems of planning and economics of education.
E. Collection, systemization, and dissemination of materials about the content and methods of educational research.
F. Requirements for training and raising the qualifications of teacher cadres.

II. Research Institute of Content and Methods of Education.
Director: A. A. Mirolubov.

Since 1966 this institute has concentrated its research activities on problems related to these subjects:

A. Problems relating to the transition of the general educational school to a new content of education and determining a new content for education.
B. Improving the quality of students' knowledge.
C. Problems of labor and polytechnical instruction and the communistic teaching of the younger generation.

From 1966 to 1970 members of this institute and specialists from other institutions working under the supervision of the Subject Commission of the Academy of Sciences and the Academy of Pedagogical Sciences created new programs for all the fundamental subjects in the secondary school. The institute prepared thirty-nine new textbooks and over two hundred educational aids. According to reports from its director, A. A. Mirolubov, the institute was to start work in 1971 on prospective educational plans for the 1990's.

III. Research Institute for General Problems of Education.
Director: G. N. Filinov.

This institute is primarily involved in solving problems related to ideological-political education and problems of the rural secondary school. Its research activities were concentrated in these general areas in 1970:

A. To develop a system for the communistic teaching of school children.
B. To indoctrinate teachers and other educational personnel with the most effective methods of teaching.
C. To determine the most appropriate relationships between research institutes of the Academy of Pedagogical Sciences and research institutions of the union republic.
D. To determine the most effective methods for solving the problems of communistic teaching of youth.

The institute has departments for "pioneers" headed by B. E. Shirvindt and for komsomols headed by M. M. Yashchyenko. A special laboratory for problems of the "moral teaching of young school children" is headed by I. A. Kairov, former president of the Academy of Pedagogical Sciences, R.S.F.S.R.

IV. The Research Institute of Pre-school Education.
Director: T. A. Markova.

This institute was created after the Academy was reorganized in 1967 to conduct research in problems relating to the preparation of pre-school children for the elementary school. It was conducting research in these general areas in 1970:

A. Methods of moral teaching of pre-school children.
B. Didactic play and mental development.
C. Formulation of diagnostic methods to define intellectual development of pre-school children.
D. Capability and fatigability of children during physical and mental activities.
E. Collective behavior that stem from interrelations between older children and pre-school students.
F. Content of the teaching program for pre-school establishments.

V. The Research Institute of General and Educational Psychology.
Director: V. A. Krutyetskij.

The activities of this institute relate primarily to:

A. The mental development of children at various stages of physical growth.
B. The psychological characteristics of children of low educability.
C. The effect of various methods of education on the mental development of children.
D. The optimal intellectual capacity for successful study in elementary and secondary schools.
E. The diagnostic methods for determining the level of psychological development.
F. The mental development that occurs during labor, polytechnical, and professional-technical education.
G. The interrelations between pre-school children and adults and the influence of these relationships on the child's psychological development.
H. The interests, aesthetic tastes, and problems of youth.
I. The basic properties of the nervous system and their psychological manifestations.

VI. The Research Institute of Physiology of Young Children.
Director: A. A. Markosyan.

This institute conducts research in areas relating to growth physiology, growth morphology, and hygiene. It formulates physical educational programs for schools based on the results of research in these general areas:

A. The basic functions and adaptation of children's organisms.
B. Physical educational programs for children of all age groups.
C. School equipment.

D. Physical educational programs for children with health problems.

This institute's research is conducted in close cooperation with the Minister of Health, the Ministries of Education, U.S.S.R. and the R.S.F.S.R., and the Committee for Culture and Sport of the Council of Ministers, U.S.S.R. During the past two years twenty-four books and over two hundred articles were published by members of the Institute of Physiology of Young Children.

VII. The Research Institute of General Education of Adults.
Director: A. V. Darinskij.

This is a new title for the former Institute of Evening and Correspondence Secondary Schools. It is continuing research that started in the former institute. Most of its work is related to ideological-political problems in these general areas:

A. New programs for evening schools that parallel the programs of the general secondary school.
B. Lesson plans, examination systems, and homework for adult students.
C. The economics of adult education and school direction.
D. The scientific-pedagogical principles of political education.
E. The fundamentals of Marxist-Leninist education.
F. The content, form, and method of political education and its relationship to other kinds of education.
G. Evolution of the psychological functions of adults aged seventeen through thirty-five.
H. The structure of adult intellect and typical mental activities.
I. Motivation and stimulation in adult education.

VIII. The Research Institute of Labor Training and Professional Orientation.
Director: Yu. K. Vasil'ev.

This institute works out labor training programs for all levels of elementary and secondary education for both urban and rural schools. Research activities are concentrated in these general areas:

A. The content of labor training programs.
B. The role of industry in the school's labor training programs.
C. The role of agriculture in the school's labor training programs.
D. The role of the rural school in training mechanics.
E. Labor training as an aid to professional orientation.
F. Professional orientation programs for school children.

IX. The Research Institute for Teaching Russian Language in National Schools.
Director: I. V. Barannikov.

This institute was created by the Academy's presidium on January 5, 1970. It conducts research in programs relating to the teaching of Russian language in schools where the spoken language is not Russian. The institute spent most of 1970 in defining the areas of its research. They are as follows:

A. The fundamentals of teaching Russian language in national schools.
B. The theoretical problems of improving course content and teaching methods.
C. Methods for improving the training and raising the qualifications of Russian language teachers in national schools.
D. The theoretical principles of new textbooks, dictionaries, and educational aids for courses in Russian language and literature.

X. The Research Institute of Art Education.
Director: B. T. Likhachyev.

This institute conducts research in the following general areas:

A. Writing and improving textbooks and educational aids for art classes.
B. The use of art in communistic education.
C. Improvement of art teachers.
D. Art as an aid to military-patriotric education.
E. Sociological study of the art interests of students.
F. The socio-political emphasis in art.

XI. The Research Institute of Defectology.
Director: T. A. Vlasov.

This institute conducts research in problems relating to the abnormal child. It develops correctional and compensatory methods for teaching children who have deviated from normal child development. Research is conducted in these general areas:

A. Teaching abnormal children.
B. Constructing and adapting school buildings, curricula, programs, and equipment to the needs of abnormal children.
C. Textbooks and educational aids for teaching abnormal children.
D. Psychological processes that effect the mentality of abnormal children.

During the past five years this institute has prepared forty-two new textbooks for special courses.

XII. The Research Institute of School Equipment and Technical Methods of Education.
Director: S. G. Shapovalyenko.

Creation of this institute was recommended by the Council of Ministers, R.S.F.S.R.; it is called "a child of the eighth five-year plan." Research is conducted in problems relating to the construction and use of school buildings and equipment including radio, television, movies, audio-visual aids, maps, charts, etc. The most immediate problems of the institute involve a transition to the cabinet system of education and its effective use in the educational process. It keeps an inventory of all standard educational equipment in use in the Soviet Union. Projected building and equipment plans originating in this institute are forwarded for approval and implementation to the Institute of Buildings, a branch of the State Committee for Science and Technology of the Council of Ministers, U.S.S.R. Presently research is being conducted in these areas:

A. Problems relating to the transition to the "cabinet system" of education.
B. Composing an all-union nomenclature of school buildings and equipment.
C. The technical methods of education.
D. Location of television transmitters and the effectiveness of television in teaching.
E. Construction of two new school buildings in Moscow in 1974/1975 for experiment and testing of new equipment for future schools.
F. Accumulation of information on new schools and equipment in use or projected for use in foreign countries.

Although many research projects of the republic Academy were continued, the new Academy's major activities in 1968 involved reorganizational problems. A major effort was made to determine the Academy's role in secondary education. Externally the Academy maintains close ties with state and party organizations at both the national and republic levels. In May, 1969, N. P. Kuzin reported that the number of research themes received by the Academy from the State Committee of the Council of Ministers was more than double the number received by the former Academy of Pedagogical Sciences. He also reported that the Academy was concentrating its efforts on fulfilling directives of the April and July, 1968, plenums of the party Central Committee that directed party organs to intensify their efforts in the ideological struggle between capitalism and socialism.

Delegations from the Academy of Pedagogical Sciences inspected educational research facilities of the Estonian, Latvian, Belorussian, Uzbekistan and Kirgiz union republics in 1970.[15] Since 1967 the academy has sponsored and organized numerous all-union and republic conferences on subjects covering the entire range of its responsibilities. During 1968 the academy sent eighty-four educators abroad to participate in twenty-five international conferences or symposiums, most of which were under the auspices of U.N.E.S.C.O.[16]

FOOTNOTES FOR CHAPTER FIVE

1. "Akadyemiya Pyedagogichyeskikh Nauk, R.S.F.S.R." Pyedagogichyeskaya Entsiklopyediya, Vol. I, pp. 55, 56.

2. "V Tsyentral'nom Komityetye KPSS," Sovyetskaya Pyedagogika, March, 1970, pp. 3-5.

3. N. P. Kuzin, "Povyshat' Urovyen Nauchno-Pyedagogichyeskikh Isslyedovanii," Sovyetskaya Pyedagogika, May, 1970, p. 12.

4. "Ob Osnovnykh Napravlyeniyakh Dyeyatyel'nosti Akadyemii Pyedagogichyeskikh Nauk SSSR," Narodnoye Obrazovaniye, March, 1969, pp. 8, 9. Also see "Nauchno-Isslyedovatyel'skiye Instituty Akadyemii Pyedagogichyeskikh Nauk V SSSR," Narodnoye Obrazovaniye, November, 1969, p. 34.

5. "Khvostov, Vladimir Mikhajlovich," Pyedagogichyeskaya Entsiklopyediya, Vol. IV, p. 572.

6. "Khripkova, Antonina Gyeorgiyevna," Pyedagogichyeskaya Entsiklopyediya, Vol. IV, p. 599.

7. "Markushyevich, Alyeksyej Ivanovich," Pyedagogichyeskaya Entsiklopyediya, Vol. II, p. 726.

8. "Kuzin, Nikolaj Pavlovich," Pyedagogichyeskaya Entsiklopyediya, Vol. II, p. 541.

9. "Korolyev, Fyodor Filippovich," Pyedagogichyeskaya Entsiklopyediya, Vol. II, p. 503.

10. "Monoszon, Ele Isayevich," Pyedagogichyeskaya Entsiklopyediya, Vol. II, p. 863.

11. "Smirnov, Anotolij Alyeksandrovich," Pyedagogichyeskaya Entsiklopyediya, Vol. III, p. 877.

12. V. Gribov, "V Sovyetye Po Koordinatsii Nauchnykh Isslyedovaniya," Sovyetskaya Pyedagogika, October, 1969, pp. 151-152.

13. R. Myedvyedyev, "Novyj Nauchnyj Sovyet Pri Pryezidiumye APN SSSR," Narodnoye Obrazovaniye, July, 1969, pp. 121-123.

14. A description of the Academy's institutes and the areas in which they were conducting research in 1971 are contained in

"Navstryechu XXIV S'yezdu KPSS," Sovyetskaya Pyedagogika, March, 1971, pp. 19-36, and continued in the April, 1971 edition, pp. 3-23.

15. G. Makushkin, "V Ministyerstvye Prosvyeshchyeniya SSSR," Sovyetskaya Pyedagogika, February, 1970, p. 150.

16. S. Kovalyenko, "Mezhdunarodnoye Nauchnyye Svyazi APN SSSR V 1968 G.," Sovyetskaya Pyedagogika, March, 1969, pp. 155-157.

CHAPTER SIX

A NEW REGULATION FOR THE SECONDARY SCHOOL

The Council of Ministers, U.S.S.R. approved a new Regulation for the Secondary General Educational School on September 8, 1970, and the Teachers' Gazette published it on September 16, 1970.[1] Drawn up by the Minister of Education, U.S.S.R. in compliance to section 6(m) of the "Regulations about the Ministry of Education, U.S.S.R.," it supercedes the regulations of 1933 that were not only ineffective but almost totally ignored by Soviet educators.

Subdivided into six sections with sixty-one articles, the new regulations are brief, precise and comprehensive. However, briefness has since been lost in most instances by supplementary decrees from the Ministry of Education, which define the means and methods to implement the regulations. Depicted as an evolutionary step forward in educational progress, the new regulations were hailed by Pravda as a significant development in making the transition from socialism to communism. This party newspaper also described them as another effort by the party and state to carry out the ideas of Lenin.

The Secondary General Educational School is an unified, labor, polytechnical school. Universality within the secondary educational system is assured by the adoption and application of Ministry approved plans, programs, and principles of organization. Education remains compulsory only through the eight-year (incomplete) secondary school, but the party and state have initiated intensive propaganda campaigns to encourage all students to complete the ten-year, complete, secondary school. With the achievement of universal secondary education as decreed by the Twenty-third Party Congress, the next logical step would seem to be the extension of compulsory education to include ten years. Education remains free and without sex, race, or class discrimination.

Children who reach the age of seven before the first day of September must be registered in the first class of the elementary school, prior to the preceeding August twenty-fifth. Health and age certificates are required for registration. After enrollment all students are obligated to study, to conduct themselves in an exemplary manner, to engage actively in the school's social and labor programs, and to abide by the "Rules for Students."[2] Students also must comply with the form of dress approved by the Council of Ministers of the Union Republic in which the school is located. The school keeps a daily record of students' scholastic progress and conduct.

The new Regulation reiterates almost verbatim the secondary educational objectives stated repeatedly in party propaganda and the speeches and journal articles of party and educational leaders:

> To give students a general secondary education that complies to the contemporary requirements of social and scientific-technological progress, while supplying them with a sound knowledge of the fundamentals of science and the ability to expand their knowledge through individual efforts.
>
> To formulate a Marxist-Leninist attitude in the younger generation, to teach students a favorable attitude of Soviet patriotism, - love for their country and a readiness to defend the socialist fatherland.
>
> To provide a broad harmonious development of students, their aesthetic and physical education, to strengthen their health, correct and establish labor training, to prepare students for life, and the conscious selection of a profession, labor, and socially desirable activities.
>
> The school combines educational-teaching activities with the practice of building communism and accomplishes the moral training of students in the spirit of the required moral code for builders of communism.[3]

The Soviet Union is a multi-national state with numerous ethnic and linguistic groupings. National traditions and customs are so strong among some nationalities that for centuries the Russification programs of the tsars and Sovietization of the Communists have been successfully resisted. The new Regulation recognizes an intensive devotion to national languages. It states:

> Students are given the right to study in their native language. Parents or persons acting in the capacity of parents have the right to select a school of their choice with corresponding language of instruction for their children.[4]

This choice does not, however, release a student from compulsory study of the Russian language and students who choose a school whose language of instruction is other than Russian are discriminated against in the regulations.

Attendance in non-Russian language schools is discouraged by extending the amount of time a student must spend in those schools to complete the required programs. Secondary education consists of ten years in schools where instruction is conducted in the Russian language. In non-Russian language schools secondary education normally consists of eleven years or ten years if the number of classes conducted each week are increased. The required number of hours that each class spends in the Russian language classrooms are: 24 hours for classes I-IV; 30 hours for classes V-VIII; and 32 hours

for classes IX-X(XI). "In National schools of the R.S.F.S.R. and other Union Republics having a ten year period of instruction the required norm of school load may be increased two or three hours a week in each class."[4]

All schools begin the school year on September 1, but completion of the school year is accomplished as follows: on May 30 for classes I-VII; on June 10 for the VIII class; and on June 25 for classes IX, X(XI). Again, there is evident discrimination against students who attend a non-Russian school. A week's extension of the school year is authorized for schools where teaching is not conducted in the Russian language.[5]

Four vacation periods are established by the Regulation: Fall vacation--from November 5-9; Winter vacation--from December 30 to January 10; Spring vacation--from March 24-31; and Summer vacation--from the last day of the school year to August 31. By extending the school year one week in national schools, students are deprived of one week of their summer vacation.

The school's instructional program is conducted in the classroom, by extra curricula and extra school assignments, and through socially desirable labor programs. The maximum number of students permitted in each class is forty for classes I-VIII and thirty-five for classes IX and X(XI). Class periods on all levels are forty-five minutes long with a ten minute break between classes and a thirty minute break between the second and third periods.

Students are assigned homework with the expectation that they will complete it within a specified time. All school assigned homework should be completed daily by students according to the following schedule:

Class I	one hour
Class II	one and a half hours
Classes III and IV	two hours
Classes V and VI	two and a half hours
Class VII	three hours
Classes VIII to X(XI)	four hours

Student progress is evaluated by a grading system consisting of "Balls": "5" is exceptional; "4" good; "3" average; "2" bad; and "1" very bad. In courses such as "voice" and "physical culture" progress is evaluated either "acceptable" or "unacceptable." Completion examinations are compulsory at the end of the VIII and X(XI) classes. In practice, only these compulsory examinations are given, although the Ministers of Education of the Union Republics may require examinations at the end of the IV, V, VI, VII, and IX classes.

Gold medals, attesting to their good conduct and progress, are awarded annually to students who have a mark of "5" in all subjects and have actively participated in the social life of the school. Honor Certificates "for special achievement in the study of individual subjects" are awarded to graduates of the X(XI) class of the General Educational School who have achieved special success in the study of one or more subjects. Recipients of these awards must have a mark of "5" in the appropriate subject for the IX and X(XI) classes, must have passed final examinations in those subjects with a mark of "5," and must have satisfactory marks in all other subjects and exemplary marks in conduct. A school's Educational Council designates the students who are to receive honor certificates, and they are awarded at the time the student is passed to the next higher class or graduated from the VIII class.[6]

Before 1970 Gold and Silver Medals were awarded to graduating students for outstanding achievement by the Educational Council. Every year the number of recipients grew; in some schools as many as fifty gold or silver medals were awarded annually. The awards lost much of their significance because recipients either dropped out of institutions of higher education or failed to pass courses because of weak preparation in secondary schools. Previous to 1970 scholastic achievement was the main criteria for determining the recipients of awards. Now, medals and honor certificates are awarded for outstanding achievement in scholastic and labor programs and exemplary conduct. Recipients are now recommended by the Educational Council, but they must be approved by the appropriate Minister of Education, or Kraj, Oblast, or the Moscow or Leningrad City Department of Peoples' Education. Immediately after the last final examination is completed, the School Director must forward the Educational Council's recommendations to the Regional or City Department of Peoples' Education. They must be accompanied by the students' written examination papers, verification of grades for the IX and X classes, and final examination grades. The Regional or City Department of Peoples' Education examine all related documents and recommends recipients to the Oblast' Department of Peoples' Education who names the students who will receive Gold medals or Honor Certificates.

Students who have "unacceptable" marks for the year in more than two subjects are given a summer assignment. Only the Teachers' Collective of the school can authorize the advancement of these students to the next higher class. Their decision is made after examination of the manner in which the student has completed the summer assignment. Students who receive "unacceptable" marks in three or more subjects must repeat the class. The school's Educational Council may expel a student from school who has been retained in the same class for two years, provided the Regional or City Department of Peoples' Education approves this action. The Regional or City Commission for the Affairs of Minors may direct that these students be enrolled in another school or it may assign them to

a job. The Commissions' actions are based on recommendations of the appropriate Department of Peoples' Education.[7]

Classroom teachers assign conduct marks to students in classes I-III and class supervisors assign conduct marks in classes IV-X(XI). Such marks are assigned for quarterly and annual periods, recorded in the student's daily records, and are reported to the student's parents. When appropriate, a brief explanation about conduct is entered in the student's daily records. Conduct marks are assigned in classes IV-X(XI) only after the class supervisor has carefully considered recommendations from all teachers under whom the student has classes, and from the school's social organizations. Conduct marks are supposedly objective and reflect primarily the student's fulfillment of obligations set forth in "Rules for Students," but compliance to the norms of a socialistic society are also a criteria for their assignment.

The "Five Ball" system used to indicate academic grades is no longer used to evaluate students' conduct. It has been replaced by a system that consists of three more definitive marks. There are two favorable conduct marks--"satisfactory" and "exemplary." "Satisfactory" is the most commonly assigned mark, but teachers are warned against assigning it as a routine matter or without consideration of factors that influence conduct marks. It is given to students who comply with the school's "Rules for Students," participate in the school's social activities, and engage in socially desirable labor.

"Exemplary" conduct marks are given only to a student whose conduct is an example to other students. To receive this mark the student must be diligent in his studies, take a leading role in the social life of his class and the school and labor activities, conduct himself in an exemplary manner at all times (both in and outside the school), and strictly observe the "Rules for Students."

"Unsatisfactory" conduct marks are assigned to students who habitually break the "Rules for Students," disrupt the discipline of the school, home, and public places, and are insubordinate to the requirements of the school and teacher. An "unsatisfactory" mark may also be given in conduct if the student commits an anti-social act or breaks a law of the state.

Only the Educational Council can assign yearly marks of "unsatisfactory." Even then, they must be substantiated by recommendations from class supervisors, teachers, Pioneer and Komsomol organizations, and the organization of student self-government. Members of graduating classes who have a yearly conduct mark of "unsatisfactory" are not permitted to take completion examinations. Instead of graduation diplomas they receive certificates which verify only that they have attended the courses of the Secondary General Educational School. Examinations for the diploma may be taken within

three years if the former student presents favorable recommendations from his employer. Students who have a yearly mark of "unsatisfactory" are conditionally passed to the next higher class, but students completing the VIII class with an "unsatisfactory" in conduct can be enrolled in the IX class only with the approval of the Educational Council.

A student may be expelled from school for insubordination to teachers and school directors or for flagrant violation of school discipline. Although rarely used as a disciplinary measure, expulsion with its threat of social and economic consequences is an effective instrument for maintaining discipline. Only the Educational Council can expel a student from school, and their action must reflect the recommendations of class supervisors, social organizations, communist youth organizations, and the organs of student self-government. A record of the expulsion, accompanied by a report of the procedures and recommendations of the Educational Council, must be forwarded to the appropriate Commission for the Affairs of Minors. After reviewing these documents this Commission enrolls the student in another school or assigns him to a job. Evidently elementary students cannot be expelled since only the teacher assigns conduct in elementary classes. Physical force as a disciplinary measure is forbidden in the Secondary General Educational System.[8]

The new standards of student conduct were highly acclaimed by Pravda. In an editorial of September 21, 1971, it was described as a correct measure for making students more responsible for their studies, labor assignments, and conduct. The editors of Pravda noted also that it increased the roles of Pioneer and Komsomol organs and the student self-government in dispensing rewards and punishments.

A graduate of the eight-year secondary school is eligible to enter the IX class of the Secondary General Educational School, a Secondary Special Educational or a professional-technical Institute. In any case he must complete the secondary general educational curriculum. In 1970 the curricula of special educational and professional-technical institutions were extended from two to three years following the requirement that they incorporate general educational subjects into their curricula. These institutions now give their students the same general educational competence as they would have received in the last two years of the Secondary General Educational school.

Graduates of the ten-year secondary school may enter an institute of higher education or an institute of secondary special education with a reduced period of instruction.

Organizations of Young Pioneers of the All-Union Pioneer Organization (founded by Lenin) and a Komsomol organization of the All-Union Leninist Communist Union function in every school of the

Soviet Union. Circles, studios, clubs, and other student unions may be authorized by the Educational Council. Such organizations are self-governing. Students are required to participate in the activities of these social organizations, but the degree or type of participation is not defined in the Regulations. Students must also perform some kind of socially desirable labor that is assigned to them in accordance with their age, sex, and physical ability. Students must abide by the hygienic and health programs of the school. The school administration, medical personnel, and teachers are responsible for enforcing the sanitary-hygienic norms of labor and the techniques of safety.

These school activities supply a means for party youth organizations and other party political and social organizations to influence and train youth in areas of party discipline. Although extra-school activities are an integral part of the student's education, they are not permitted to inferfere with the school's instructional programs. Section III, article 31 of the Regulation states that "Releasing students from lessons to perform social assignments or to participate in sports and other events is forbidden." Extra curricular and extra school activities are further regulated by restricting them to regulated times. All general activities of students (meetings, rallies, matinees, circles, etc.) must be completed by the following times: by students in classes I-IV, not later than 2:00PM for the first session and 7:00PM for the second session; by students in V-VIII classes, not later than 8:00PM; and by students in the IX and X(XI) classes, not later than 10:00PM.

Teachers, class supervisors, and instructors conduct the instructional program of a school. Under the supervision of the school's Director, Assistant Director for instructional-teaching work, and the Supervisors and Inspectors of Peoples' Education, the teacher imparts to his students the spirit of communistic morality, maintains relations with parents and society, and propagandizes educational knowledge. He is responsible for giving the student a fundamental knowledge of science, forming Communistic attitudes, and developing the students' interests and capabilities. To assure a high quality of instruction, the teacher must continuously improve his ideo-theoretical and educational qualifications through self-study, seminars, and institutions for teacher improvement. He must show a good example in his work and daily living and comply with the rules for socialistic-communal living. In recognition of the teacher's primary duty of teaching, the Regulation stipulates that he be given time to prepare lesson plans and to correct student assignments. Although no specific times are stated, the Regulation forbids the assignment of other duties to teachers during such periods.

The Class Supervisor, one for each class and the real work horse of the school, is selected by the School Director from among

the teachers. He coordinates the instructional program with teachers, students, Communist youth organizations, and parents. He assists students in their lesson preparations, keeps class records, and makes all necessary class reports. His responsibility includes supervision of student health programs and the assignment of socially desirable labor duties. Educational programs of extended day programs, boarding schools, special classes, and dormitories are conducted by Class Supervisors.

The Instructor works closely with students to develop a proper attitude toward work, morality, cultural improvement, and compliance to the rules for hygiene. He regulates the student's daily activities by supervising his preparation of homework assignments, assisting him in his studies, and organizing his activities in a rational manner. Performance of these duties requires that his work be closely coordinated with that of Teachers, Class Supervisors, leaders of party youth organizations, the school's medical personnel, and parents.

The Director is appointed to his position by the Minister of Education in Union Republics that do not have Oblast' subdivisions, Ministers of Education in Autonomous Republics, by Kraj, Oblast', or Okrug Departments of Peoples' Education, or by City Departments of Education in the cities of Moscow, Leningrad and the capitals of the Union Republics. The appointee must have been recommended by the appropriate Regional or City Department of Peoples' Education. He must have completed study in an institution of higher education, have educational tenure of not less than three years and have displayed organizational abilities. He can be released from duty by the organ that appointed him or by a higher organ of peoples' education. The School Director is responsible to the state for all activities of the Secondary General Educational School, including the quality of education, the health and physical development of students, and the school's economic-financial condition. He is under the immediate control of a Regional or City Department of Peoples' Education that reviews his actions and may change or alter his directives. Charged with the correct selection and assignment of teachers, the Director is responsible for their ideological and theoretical qualifications. He hires and fires educational assistants and the school's service personnel, and dispenses rewards and punishments to deserving students and workers. He directs the work of organizations of student self-government and the Parents' Committee, assists party youth and other independent organizations of the school, and coordinates the educational activities of the school, home, and society. As the representative of the school before social organizations and the Soviet People, he is directed to conduct himself in a manner that is a credit to the school.

The Assistant Director for Educational-Teaching work is responsible for the school's instructional program and the progress and discipline of students. He instructs the school's educational

personnel, regulates students' work load, organizes the methodological programs for teachers, keeps the school's records, and makes the necessary reports on the school's educational programs. He is appointed by a Regional or City Department of Peoples' Education and can be released by the department that appointed him. He must have the same qualifications that the Director has.

An Assistant Director for Productive Labor Instruction is employed in schools that have productive labor programs. He must have special education appropriate to his job and must have been employed in that speciality for not less than three years. He organizes the instructional and labor programs in the specialities that are taught in the school, directs the student work brigades, and supervises the activities of educational-productive workshops and experimental sections. This Assistant Director is appointed by a Regional or City Department of Peoples' Education and may be released from duty by the department that appointed him.

To supplement knowledge gained in the classroom, students participate in extra-curricular and extra-school activities. Considered an integral part of the educational program for youth and supervised by Komsomol, Pioneer, or other student organizations, and directed by a member of the school's teaching staff, they involve students in socio-political, labor, physical education, sports, and other cultural activities. Extra-curricular activity is closely related to the work of the classroom but does not duplicate it. Such activity is usually accomplished by group participation in a club, circle, orchestra, ensemble, other musical groups, report writing, oratory, etc. It is intended to enrich the student's knowledge and interests, and to facilitate the application of knowledge gained in the classroom to a real life situation. Extra-curricular and extra-school activities are similar in form and method with the exception that extra-school activities are conducted during the times that students are not within the immediate jurisdiction of school authorities. Extra-school activities are sponsored by an organ of Peoples' Education, Komsomol, Pioneer, professional or social organization, or cultural-enlightenment establishments. Extra-school activity is closely coordinated with the school's instructional program, but, like extra-curricular activity, does not duplicate it.

The 1970 Regulation established a new position of Organizer of Extra-Curricular and Extra-School Work. The Organizer is equivalent to an Assistant Director who must have completed study in an institution of higher education and have experience in working closely with students. He is appointed and released from duty in the same manner as Assistant Directors. The duties of the Organizer were not clearly defined until January, 1971, when the Minister of Education, U.S.S.R., M. I. Prokof'ev, issued a prikaz, "About Improving the Activities of Organizers of Extra-Curricular and Extra-School Teaching Work."[9]

When that prikaz was issued there were 37,000 Organizers. The Departments of Peoples' Education selected personnel to fill the position, but the selections were obviously made under the direction of party organs. The Minister commended both the Departments of Education and party organs for selecting highly qualified persons. Ninety percent of those selected had completed institutions of higher education and sixty-seven percent had been employed in education for more than ten years. The position was created to improve the ideological-political, moral, labor, aesthetic, and physical training programs that are conducted when students are not actually in school. In the performance of their duties Organizers assist, instruct, and supervise Teachers, Class Supervisors, and Instructors in the assignment of extra-curricular and extra-school duties. Their control over students extends beyond the school to the social, political, and industrial institutions with which the student is associated while not in school. Although they work with all young people, Organizers are especially active among difficult juveniles. Their work is coordinated with that of the teachers, student collectives, and party youth organizations. Outside the school they work closely with industrial enterprises, collective farms and social organizations that sponsor school activities.

The Minister of Education noted in his prikaz that Organizers were deficient in their work. Such deficiencies were most evident in the lack of cooperation with the leaders of party youth organizations, lack of assistance to developing student self-government, and insufficient work with students of the elementary classes. Correction of these deficiencies, noted the Minister of Education, was the responsibility of Organs of Peoples' Education. Stating that unstable and inexperienced teachers had been elevated to the responsible position of Organizer, the prikaz directed that instable and poorly organized work be more closely observed and investigated. Organs of Peoples' Education were directed to strengthen the positions by adding more qualified teachers and prohibiting the use of Organizers in work not directly related to their assigned duties. Institutions for Teacher Improvement were directed to initiate courses for Organizers of extra-curricular and extra-school work and to include instruction in this specialty in all teacher improvement courses. Organizers were directed to supervise the assignment and fulfillment of extra-curricular and extra-school work, to coordinate their work with that of the teachers' collectives and party youth organizations, and to utilize cultural establishments, childrens' educational institutions, and social organizations to accomplish their goals.

A Senior Pioneer Vozhatyi is assigned to each school to direct the political activities and to organize and instruct Young Pioneer groups. Required to be a member of the Communist Party or the Komsomol, he is immediately responsible to the Regional or Territorial Committee of the Komsomol and the appropriate Pioneer Council. The

City, Regional or Territorial Committee of the Komsomol appoints the Senior Vozhatyi who may be removed from his position only with approval of the appropriate Pioneer Council and the local Department of Peoples' Education. He must be able to direct Pioneer activities, officiate at sports activities, conduct other recreational activities such as tourism, and play a musical instrument. This latter qualification is necessitated by the Senior Vozhatyi's role in recreational/leisure activities. He must have completed a Teacher Training Institution and be capable of teaching courses in his specialty, but his teaching load cannot exceed six hours a week. He must also be able to teach courses in Institutions for Improving Teachers and correspondence and evening courses in Institutions of Higher Education. He is a member of the School's Educational Council.

His primary duty is to teach youth to love and respect Communism, the fatherland, and the Communist Party; to foster their love for labor; and to improve the physical and moral development of youth. The Senior Vozhatyi trains Young Pioneers for membership in the Komsomol.[10]

The Assistant Director for Maintenance maintains and preserves buildings and other school property. He is responsible for the cleanliness and order of school buildings, fire safety equipment, the assignment of duties to service personnel, and the maintenance of the school's technical, mechanical, and instructional materials.

In schools having more than three teachers, an Educational Council is created to solve fundamental problems relating to the educational programs. The activities of this council were redefined in May, 1971, when the Minister of Education, M. I. Prokof'ev, issued a prikaz announcing his approval of a resolution, "About the Educational Council of the General Educational School."[11]

An Educational Council's primary objectives are to improve the educational process, to implement the latest achievements of the educational sciences, and to study the educational experiences of outstanding educators. It examines the school's operational plans and those of the Teachers' Methodological Union and the Senior Vozhatyi, receives reports from representatives of sponsoring organizations and societies, and compiles reports on sanitary-hygienic conditions and the health of students and other problems related to the school's activities.

Proposals for the creation of clubs, studios, circles, and other student organizations are approved by the Educational Council. It authorizes students to take final examinations, promotes students to the next higher classes or directs that they repeat courses or classes, issues certificates after completion of eight-year and secondary education, evaluates student conduct, and approves measures of reward and punishment. This Council also participates in

decisions about the dismissal of students from school when all other educational measures have been exhausted.

The School Director is Chairman of the Educational Council. Other members are: Assistant Directors, the Organizer of Extra-curricular and Extra-school work, the Director of Military Training, Dormitory Directors, Teachers, Instructors, the Senior Pioneer Vozhatyi, Secretary of the Komsomol organization, the Librarian, Doctor, and the Chairman of the Parents' Committee.

If the Council's Chairman deems it necessary, representatives from social organizations, Communist youth organizations, members of student self-government, parents of students or other persons may be invited to attend meetings of the Council. Such persons that are invited have the right to be accompanied by counsel.

The organizational and operational plans of the Council are approved at a general meeting of its members. It meets at least once each quarter of the school year and may be called into special session. A decision is adopted by a simple majority of votes in a session attended by not less than two-thirds of its members. In the event of a tie, the decisive vote is cast by the Council's Chairman. Records of the Council's activities are kept by a secretary who is elected by the Council for a period of one year.

Only the Educational Council can expel a student from school but that authority is not absolute. Before expelling a student from school the Council must consider recommendations from Communist youth organizations and the organs of student self-government. The regulations do not specify the degree by which the Council is obligated to follow these recommendations. The Council's decision, its recommendations, and records of the Council meeting are forwarded to the City or Regional Commission for the Affairs of Minors. This Commission either directs that the student be enrolled in another educational institution or assigns him to a job.

The School Director implements decisions and recommendations of the Educational Council and reports the results of implementation to a regular meeting of the Council. Any member may introduce resolutions and recommendations to the Council if it relates to the improvement of the school's activities. If the School Director disagrees with the Council's decision, he may suspend implementation of the decision, but he must report his actions to the City or Regional Department of Peoples' Education. Within three days after receipt of the report the Director of the City or Regional Department of Peoples' Education and the City or Regional Committee of Professional Unions must examine the report, familiarize themselves with the majority opinion of the Council, and issue a final decision about the problem.

Educators are subject to the labor laws of the U.S.S.R. and the Union Republics in which they are employed. However, when applied to educational workers these laws have several pecularities and unusual applications. These pecularities and applications were described by L. Litvínov, Head of the Legal Department, Ministry of Education, U.S.S.R., in the December, 1970, edition of Narodnoye Obrazovaniye. The employee (teacher) and employer (appropriate Department of Peoples' Education) must sign a labor contract. Labor laws do not specify the rights and obligations to be included in the contracts of educators. Unlike most other employers, the educational institution is usually obligated to furnish an apartment or other suitable living quarters to teachers. General labor law prohibits persons under sixteen years of age from signing a work contract, but the local committee of the Professional Unions may authorize schools to employ persons between the ages of fifteen and sixteen. Labor laws of the Soviet Union forbid heavy, dangerous, or underground work to persons under eighteen years of age. Included in that enumeration is the operation of heavy machinery used in agriculture, but educational institutions may employ persons under eighteen to operate tractors, combines, and other heavy agricultural equipment if permitted by the local Medical Commission and approved by the Workers' Committee of the Professional Unions. Furthermore, students under eighteen who are enrolled in a Professional-technical school or in the IX and X classes of the Secondary General Educational School may be employed in jobs prohibited by the labor laws. However, such employment must not exceed three hours a day.

All job applicants in the Soviet Union must present a labor book, passport, and an "administrative certificate" from the Housing Directorate or from an appropriate rural committee describing his former occupation. Persons demobilized from the military forces must present their military discharge. In addition to these documents, educators must present a diploma indicating their educational specialty and a health certificate. Employees are hired by the appropriate Department of Peoples' Education but in some Union Republics all hiring is done by the Ministry of Education. In the R.S.F.S.R. teachers and instructors are hired by the City or Regional Department of Peoples' Education on recommendation of the School Director.

Legal restrictions that prohibit the employment of persons related by birth or marriage in the same institution or department do not apply to educators. Persons may be employed in the same educational institution regardless of the degree of their relationship; i.e., a woman may be employed as a teacher in the school where her husband is the Director. Teachers may be hired only to fill an existing vacancy. If a teacher, who for some reason did not teach a full load of classes, leaves the school, his work load must be distributed among the remaining teachers. Only Oblast' Departments of Education, or in some cases Ministers of Education, can authorize the reduction of a teacher's assigned classes.

A teacher may not be transferred to another school or assigned another type of work without his or her permission, but violators of labor discipline may be transferred to a lower paying job for a period not exceeding three months. If a teacher's qualifications or degree of specialization is involved, demotion to a lower position for the same period of time may be ordered. Russian language teachers are specifically prohibited from teaching any other subjects.

The labor contract may be broken by mutual consent of employer and employee or in some cases by a request from either of them. The Upper Soviet of the U.S.S.R. has rules that the contract may be broken at any time by request from the worker. Voluntarily leaving a job is no longer cause for punishment in the Soviet Union, but the school administration must be given two weeks' notice of such intended action. In some areas, especially rural regions where the supply of teachers is critical, the school may require a teacher to complete the school year.

The school administration may release educational workers only with the approval of the local Committee of the Professional Unions. Release without this approval is illegal, and in the past persons so released have been restored to their jobs. This restriction does not apply to the release of School Directors, their Assistant Directors and aides, and other workers not directly engaged in the school's instructional programs. However, approval of the local Committee of Professional Unions is usually requested.

Teachers may be released if a decrease in the number of classes taught necessitates a reduction of the teaching staff, but even under these conditions the release is not made until the end of the school year. In such a case the best qualified teachers are retrained. Qualifications are determined by level of education, length of teaching tenure, educational mastery, success in educational-instructional work, and other facts that characterize productive activities. Soviet law provides that such persons be released only if they cannot be transferred to another position within the system or if they do not consent to such a transfer. Release for unfitness can be made only under three conditions: health, inadequate professional training, and immoral conduct in the collective or in daily living. In any of these cases release is extremely difficult.

A worker, including a teacher, may be released for failing to fulfill his labor obligations without sufficient cause. Release may be requested for workers and service personnel who have been sick for a period of not less than four months. In case of sickness from tuberculosis the period is extended to twelve months. A person may be released if he holds a position to which another person is legally entitled; i.e., when a person who was illegally released is ordered restored to his former position, or a soldier who within three months

after his release from military service, applies for the position held prior his enlistment in the military services. In all cases an attempt is made to transfer the released worker to another position with his permission.[12]

A Parents' Committee is established in every school. The organizational and operational structure of this committee was defined in a regulation approved by the Minister of Education, U.S.S.R. and published in May, 1971.[13]

This Committee was created to improve the cooperation between school and family and to coordinate educational activities. It encourages parents to participate in school activities and disseminates educational propaganda among them. Members of the Committee are elected at a general meeting of parents at the beginning of each school year. There is a Parents' Committee for the school and one for each class in the school. In secondary schools the members of the school Parents' Committee select a Presidium composed of a chairman, an assistant chairman, a secretary and from three to five additional members. The Presidium conducts the routine work of the Committee when it is not in session. In elementary schools a chairman performs these duties. The Parents' Committee for a class is elected by parents of students in a particular class. The class Committee consists of a chairman and from two to four members. Parents' Committees may establish permanent or temporary commissions to perform specific functions that come under the cognizance of the Committee.

Parents' Committees operate within guidelines established by the Minister of Education and the school's operational plans. They are assisted in their work by recommendations from the school Director and Educational Council. Resolutions are adopted by a simple majority vote at a meeting attended by at least two thirds of the Committee's members. A general meeting or conference of all school parents may be convened by the school Parents' Committee not more often than twice a year to discuss important problems. The class Parents' Committee may convene a general meeting of parents of students in a particular class as many as four times a year.

The school Director, Class Supervisors, and teachers are obligated to attend meetings of the School Parents' Committee. Only the Class Supervisor is required to attend meetings of the class Parents' Committee.

The school Parents' Committee reports on its activities to a general meeting of parents of school children. Class Parents' Committees report to a general meeting of parents of students in the appropriate class. Reports are made at the time a new Committee is elected.

If the School Director disapproves a decision of either of these Committees, details of the disagreement are forwarded to the City or Regional Department of Peoples' Education for a final solution. Inspectors from the Departments of Peoples' Education are directed to familiarize themselves with the work of Parents' Committees and to improve the effectiveness of these Committees. The Minister of Education has assigned duties to the Parents' Committees in these general areas:

A. To work with Soviet organs, social organizations, and industrial enterprises, state and collective farms that patronize the school regarding matters that relate to the assistance that they give to the school
B. To improve the school's material base.
C. To make recommendations to the school Director and Educational Council relative to extra-curricular and extra-school work with children.
D. To improve the school's organizational-economic structure and to improve the cooperation between the Educational Council and Parents.
E. To receive reports from the school's Director about conditions and perspectives of the school's work and his explanations about problems that interest parents.
F. To convene general meetings of parents of school children.
G. To establish a general educational fund to assist needy children and to supervise the distribution of that fund.
H. To encourage parents to participate in the ideo-political education and other socially desirable activities of children, including instruction in professional orientation, direction of school clubs and other kinds of extra-curricular and extra-school work.

The school Director and Educational Council are directed to consider carefully recommendations from Parents' Committees and to report about their adoption to the Committee concerned. The Chairman of the school Parents' Committee is a member of the Educational Council.

In addition to regular classrooms, secondary general educational schools have rooms for conducting labor training for grades I-III, workshops for classes IV-X(XI), an activity hall, a library, a teachers' room, an infirmary, a dining room, kitchen, rooms for administrative and other service personnel and other rooms as appropriate. These schools also have a field for sports activities. Schools which operate an extended day program must have rooms for sleep and rest for students of the I and II classes and rooms for relaxation for students in classes III-VIII. A doctor and medical personnel are assigned to every school to supervise the profilactic-medical and sanitary-hygienic measures and to aid in the maintenance of students' health and physical fitness.

The school budget is an annual appropriation of money from Regional or City budgets for financing school operations from January 1 to December 31. The amount of the budget is determined by the number of students and classes in the school, teachers' and other salaries as listed in the school's annual report. Budgetary funds are dispensed by the School Director in schools having not less than 160 students, in other schools by the appropriate Department of Peoples' Education.

The greatest portion of the budget (77%) is used to pay the salaries of teachers and other educational personnel. However, over the past twenty years, teachers' salaries have increased at a much slower rate than other budgetary expenses. Teachers' salaries were last increased by the Upper Soviet, U.S.S.R. in 1964. Like salaries and wages of other workers, teachers' salaries comply with the socialistic principle of equal pay for equal work independent of age, sex, race, nationality, or place of work (Union Republic, City or Village, elementary or secondary school). The teacher is paid a monthly salary as established in an universally applied pay scale. In classes I-IV the teacher must teach not less than four hours a day or twenty-four hours a week; in classes V-XI, three hours a day or eighteen hours a week. Rate of pay is based on the teacher's education independent of the discipline or class taught, and his tenure in education as outlined in the following scale:

Rate of Teacher's Salary (in rubles)[14]

Education	Tenure			
	5 yrs. or less	5-10 yrs.	10-25 yrs.	25 yrs. or more
Higher	80	90	100	137
Graduate of a Teachers' Institute or Equivalent Educational Institute	72	77	83	128
Secondary Special	67	72	77	111
General Secondary	60	65	72	111

This scale does not give a true picture of the teachers' total income. Most teachers receive supplementary pay for one or more of the following: teaching an additional class, correcting students' workbooks or written assignments, supervising laboratories or experimental projects, sponsoring student organizations and other extra curricular activities. City schools pay teachers twice a month but in rural schools, salaries are paid only once a month. The salary of the School Director and his assistants are determined by educational level, tenure, and number of students in the school.

School budgets have increased significantly since 1950. To slow down this inflationary process budgetary planning, purchasing, and dispensing school funds are made by Central Accounting Offices of Regional or City Departments of Peoples' Education or Rural Councils of Workers' Deputies instead of the School Director. These budgetary changes were initiated to assure the purchase of necessary materials at costs not exceeding the budgeted appropriation, to provide a rational distribution of educational resources, and to establish control over the utilization of school supplies and materials. Centralized accounting also facilitates the distribution of supplementary funds derived from local budgets.

Since salaries are a fixed item there are few deviations from appropriations. Those that do occur are usually the result of incorrectly listing teachers' tenure or educational level, inaccurate counting of school children, or because of accounting errors.

Expenditures for school equipment and major repair of school buildings take a large slice out of budgeted appropriations. Increased appropriations have been necessitated by recent efforts to improve the quality of education through the use of more technical and mechanical equipment and the improvement of library facilities. Expenditures for school equipment increased from 37,900,000 rubles in 1950 to 87,500,000 in 1960 and 104,900,000 rubles in 1967 or 2.8 times higher than in 1950. In the Litovsk Union Republic alone, expenditures for school equipment exceeded appropriations by 18.8 percent in 1966 and 35.6 percent in 1967. In some Union Republics, expenditures exceeded appropriations by as much as seventy-two percent in 1967, but where centralized accounting offices were used, expenditures were within the budgets.

Expenditures for major repair of buildings increased from 67,500,000 rubles in 1950 to 162,000,000 rubles in 1960 and 258,900,000 rubles in 1967 or four times higher than in 1950. These expenditures exceeded the state plan by twenty-six percent in 1966 and by twenty-four percent in 1967.

Expenditures for sanitary-hygienic measures (heat, light, water, and living quarters for teachers, etc.) have also increased. These costs increased threefold from 1950 to 1967. In 1967 appropriations were exceeded by expenditures in thirteen Union Republics. Excesses were greater in rural schools than in City schools. In the Moscow secondary schools these services cost an average of 17,000 rubles in 1967; in other city schools of the Moscow Oblast' the cost was 21,000 rubles, but in rural schools only 14,000 rubles. No reasons have been indicated that would justify the differentiation.[15]

FOOTNOTES FOR CHAPTER SIX

1. Appendix B, Regulation, Secondary General Educational School.
2. Appendix H, "Standard Rules for Students."
3. Appendix B, section one, article two.
4. Appendix B, section two, article eight.
5. Appendix B, section two, article nine.
6. Appendix C, "About the Awarding of Honor Certificates."
7. Appendix B, section two, article fifteen.
8. Appendix D, "How to Evaluate Conduct of School Children."
9. Appendix E, "The Objectives of Organizers of Extracurricular and Extra-school work."
10. "Vozhatyi, Yunykh Pionyerov," Pyedagogichyeskaya Entsiklopyediya, Vol. IV, p. 366.
11. Appendix F, "Regulations about the Educational Council of the General Educational School."
12. L. Litvinov, "Osobyennosti Tpudovogo Prava Rabotnikov Narodnogo Prosvyeshchyeniya," Narodnoye Obrazovaniye, December, 1970, pp. 123-127.
13. Appendix G, "Regulation about the Parents' Committee of the General Educational School."
14. The XXIV Party Congress raised teachers' salaries by twenty percent effective in September 1972. See "SSIV C'ezd KPSS I Zadachi Akadyemii Pyedagogichyeskikh Nauk SSSR," Sovyetskaya Pyedagogika, July, 1971, p. 4.
15. K. Subbotina, "Finansovyi Plan Raskhodov Shkoly," Narodnoye Obrazovaniye, February, 1970, pp. 12-16.

CHAPTER SEVEN

THE CURRICULUM

The most obvious structural changes in the curriculum were the reduction of the elementary level from four to three years to facilitate the introduction of subjective study at an earlier date and the extension of the universal secondary level from eight to ten years to assure that all students complete the more intensive socio-political and scientific-technical courses offered in the two senior years of the secondary school. Need for smoother transition from the third class to the fourth class led to considerable revision of courses taught in both these classes. This resulted in a closer integration of the elementary and secondary levels. The elementary level has lost its independent, terminal character and is now more of a preparatory stage for an intensive study of the fundamentals of science and a systematic, progressive study of other subjects that now start in the fourth class. Elementary education forms and develops the skills and abilities necessary for successful study at the secondary level.

In the elementary school children learn to read correctly, understandingly, and expressively; to write clearly while observing the elementary rules of orthography and punctuation; to express their thoughts in oral and written form; to perform simple arithmetical functions; to make simple measurements; and to solve simple problems. In the elementary school the student also receives his first formal introduction to natural phenomena, social life, labor, history of the Soviet peoples, begins his study of the fundamentals of science, and develops his aesthetic tastes.

Experiments conducted by Leonid Vladimirovich Zankov, in the Institute of Defectology, Academy of Pedagogical Sciences, R.S.F.S.R., as early as 1957 led to the reduction of the elementary level. His experiments were continued in the Section of Elementary Education where new elementary programs were worked out in 1963 and 1964.[1] Research results obtained by Zankov convinced Soviet educators that a one year reduction of the elementary level would not impair the students' ability to achieve at the secondary level. His experiments showed that positive effects could be achieved by:

A. Raising the theoretical content of instruction in classes I-III.
B. Coordinating elementary courses with the introductory systematic courses of the succeeding classes.

C. Removing superfluous, concentrated, and extended study in some phases of the elementary programs.
D. Coordinating the instructional programs with the normal levels of child development.
E. Adopting educational methods and measures that would activitate the child's mental activities.[2]

His experiments were continued in the Section of Elementary Education where new elementary programs were worked out in 1963 and 1964. New elementary programs were tested in 1966-1968 in 1,300 schools of the R.S.F.S.R. and nine other Union Republics. Tests were so successful that in the following year all first classes in all schools of three Rajons of the R.S.F.S.R. began study in the new programs. Approximately ten percent of all first class students of the U.S.S.R. were enrolled in the new programs by 1968/69. Universal implementation was scheduled for the first class in the 1969/70 school year, the second class in 1970/71, and the third class in the 1971/72 school year. Recognizing that a successful transition to universal secondary education was contingent on the success of the new elementary programs, Soviet educators concentrated their efforts on the elementary level in 1969 and 1970. Although many difficulties have been encountered, transition to new elementary programs has apparently proceeded as planned.

The primary goals of elementary education remained the same but can now be reached in three instead of four years. Both parents and teachers initially criticized the new programs, contending that only gifted children could achieve the goals set in the new programs. Recent studies by various institutions of the Academy of Pedagogical Sciences have refuted these arguments. V. P. Strezikozin reported that during the experimental period in the R.S.F.S.R., as many as ninety-five percent of first class students successfully completed new elementary courses. By comparative statistics he showed that students in the third class of the new program excelled over students in the fourth class of the older elementary programs in taking dictation and solving arithmetic problems. His analysis showed that in the new programs, students made fewer mistakes in the accentuation of words, division of words into syllables, analysis of sentences, and the understanding of mathematical expressions. Strezikozin also reported that students improved as their teachers gained experience in the new programs.[3]

Reports from other Union Republics echoed his favorable analysis of results in the new elementary programs. The new programs were introduced in all first classes of one Rajon of each Oblast' of the Kazak, S.S.R. in the 1968/69 school year. At the end of the school year K. Ajmanov, Minister of Education, reported on the favorable achievements of students in those classes:

> First class students of many schools free read 50-60 words a minute at the end of the school year. The average

> student reads 35-40 words a minute. A majority read correctly, sufficiently fast, and observed punctuation marks and voice intonation. Children learned to answer questions with correct sentences and to compose oral and written stories.

He also reported that students in the second class could solve mathematical problems involving letter symbols. Numerous other reports affirmed the conviction of educators that the reforms in elementary education were good and that they were being successfully implemented in all Soviet schools.[4]

The distribution of disciplines in the secondary curriculum has been reasonably consistent for over half a century, and there is no indication it is being altered drastically by the introduction of new courses or restructuring of the curriculum. Since language, literature, and mathematics are considered the fundamentals of Soviet secondary education, the humanities and mathematical sciences have traditionally dominated the curriculum. The 1965 secondary school curriculum showed the following distribution by disciplines: Humanities--forty-five percent (Russian language, literature, history, social science, geography, foreign languages, art, music, and voice); Natural-mathematical sciences--thirty-seven percent (mathematics, physics, chemistry, biology, astronomy, and mechanical drawing); General technical disciplines--11.5 percent (labor training and practice); and Physical culture--6.5 percent.[5]

The introduction of universal secondary education has necessitated qualitative changes in subject matter, textbook revision, and teacher improvement. Courses have been shifted within the curriculum to permit their study at a different level of the student's development in order to provide a more rational progression from the lower to the higher grades. Minutia and superfluous and redundant materials have been removed from courses and textbooks to make them conform to the current goals of education. Teachers had to improve their professional qualifications in both their area of study and in new methods and techniques of teaching.

The introduction of new courses and textbooks posed a serious problem to the planned improvements in the quality of education. The content of education was obsolete. Neither courses nor textbooks reflected the latest achievements of science and technology; they did not conform to the party socio-political requirements for building communism, and they were not formulated on the contemporary didactic principles for forming the personality of school children. Various institutes of the Academy of Pedagogical Sciences were directed to revise old or compose new courses and provide appropriate textbooks for all courses in the secondary curriculum.

The Party Central Committee and the Council of Ministers, U.S.S.R. directed that the transitional plans be "basically" complete

by 1970. In September 1969 the Minister of Education reported that a two year extension had been granted which moved the completion date up to the 1972-73 school year.[6] To meet the new deadline, the Soviet for Problems of the Secondary General Educational School prepared, and the Minister of Education approved, a new schedule for transition to new courses and curriculum. Schools in Union and Autonomous Republics whose language of instruction is other than Russian will make the transition one year later, in 1973/74. That schedule was published in the June 1969 edition of Narodnoye Obrazovaniye.[7]

Although all courses have been revised and new textbooks written for each course, the percentage distribution of disciplines within the curriculum is comparatively unchanged. This required some juggling of courses in most disciplines so that certain subjects could be taught in an earlier or later class.

CLASS AND YEAR THAT NEW COURSES WILL BE INTRODUCED*[8]

Subject	1	2	3	4	5	6	7	8	9	10
Russian Language	69/70	70/71	71/72	70/71	71/72	72/73	73/74	74/75		
Literature				70/71	71/72	72/73	now	now	now	now
Mathematics	70/71	70/71	71/72	70/71	71/72	72/73	73/74	74/75	73/74	74/75
History				70/71	70/71	69/70	now	now	now	now
Social Science										now
Natural Science	71/72	71/72	72/73							
Geography					now	69/70	70/71	71/72	now	
Biology					now	69/70	70/71	now	70/71	
Physics						now	70/71	71/72	71/72	71/72
Astronomy	new program will be adopted 1971/1972									
Drawing						72/73	69/70	70/71		
Foreign Language	new courses adopted 1962/63 for V-X classes									
Chemistry							69/70	69/70	71/72	69/70
Fine Arts (Music & Voice)	69/70	70/71	72/73	71/72	now	now	now			
Labor Training	same schedule as music and voice				now	now	now	now	now	now

*"Now" indicates that new courses were adopted before 1969 and are now being taught in these classes.

Russian language courses in the I-III classes emphasize the study of grammar and the formation of reading and writing skills. New courses and textbooks were scheduled for introduction in these classes in 1970, 1971, and 1972, respectively.

In the IV and V classes students are taught the basic rules of writing and pronunciation, rules of composition, parts of speech, and a more thorough study of the verb and adverb. Transition to new courses was made in the IV class in 1970/71 and the V class in 1971/72.

Students study the participle, gerand, preposition, conjunction, particle, and interjection in the VI class. They also learn to construct simple sentences containing participles. Transition to new courses in the VI class will be made in the 1972/73 school year.

Related parts of sentences, introductory clauses, compound and complex sentences, and direct and indirect speech are studied in the VII class. Transition to new courses in the VII class will be made in the 1973/74 school year.

The VIII class of Russian language study is a continuation of work started in the VII class but involves more complex sentences and more complicated sentence structure. The VIII class will make the transition to new courses in the 1974/75 school year.

The study of literature complements the study of language, and about one-fifth of the time spent in literature classes is devoted to a study of grammatical constructions. The classical works of great Russian writers are first introduced to children in the elementary school. In the IV-VI classes literature is studied by theme and genre. Students are introduced to the works of such Russian writers as Krylov, Pushkin, Lermontov, Gogol', Turgenev, Nekrasov, Tolstoy, Chekhov, Gor'ky, Matjakovsky, Ostrovskij, Fadyeyev, Sholokhov, and Tvardovskij.

Historical literature is studied in the VII and VIII classes, and senior classes are devoted to the great literature of both Russian and foreign writers. The VII, VIII, IX, and X classes began study in new courses prior to 1969. Other classes will begin study in new courses as follows: IV--1970/71; V--1971/72; VI--1972/73.

The student is introduced to arithmetic in the elementary school. Classes IV and V of the secondary school are extensions of the elementary mathematics programs, but study is more systematic and intensive. Algebraic expressions, triangles, and parallels are studied in the VI class. Unknowns, coordinates, simple grafts and problems involving two unknowns are studied in the VII class. The VIII class is devoted to logrithyms and geometry. The senior classes

(IX and X) are devoted to two courses in algebra, trigonometry, and geometry.

The I, II, and IV classes made the transition to new courses in the 1970/71 school year. Other classes will begin study in new courses as follows: III and V--1971/72; VI--1972/73; VII and IX--1973/74; and VIII and X--1974/75. New courses and textbooks for the mathematical disciplines will replace those introduced into the eight-year school in 1960 and in senior classes of the secondary school in 1963.

In the elementary school students are taught historical events through the use of stories and celebrations of historical dates (i.e., Lenin's birthday, the Anniversary of the October Revolution). In the IV class elementary political problems are introduced. A concentrated and progressive study of history is conducted from the V through the X classes. History of the Ancient World is taught in the V class; History of the Middle Ages in the VI class; and History of the U.S.S.R. in the VII and VIII classes. Senior classes (IX and X) study the following courses: Modern History, Contemporary History (the literal translation of these titles are "New History" and "Newest History"), "History of the U.S.S.R., Ancient Times to 1917," and "History of the U.S.S.R., Era of Socialism." In the senior classes courses are studied for half a school year. New courses have already been introduced in the VII to X classes. Others were scheduled for introduction as follows: VI--1969/70; V--1970/71. These new or revised courses in history will replace those introduced in 1960.

Geography classes meet twice a week. Physical geography is taught in the V class. Classes VI to VIII study the various parts of the world, the most important states, and an introduction to the geography of the U.S.S.R. Each course is taught for one-half year. Europe and Asia are studied in the VI class, and Africa, Australia, America, and Antarctic are studied in the first half of the VII class. Courses in the geography of the U.S.S.R. are conducted in the VIII class and are divided into three parts: "General Geography of the U.S.S.R."; "The Union Republics"; and "Krajs and Autonomous Republics." The IX and X geography classes are devoted to the study of economic geography and a more intensive study of foreign countries and the Soviet Union. New courses were being conducted in the V and IX classes prior to 1969. Other classes will make the transition as follows: VI--1969/70; VII--1970/71; VIII--1971/72.

The study of biology is divided into three parts: Botany--classes V and VI; Zoology--classes VI and VII; and Anatomy, physiology, and hygiene--class VIII. In the IX class a General Biology course is taught that reviews the courses taught in classes V-VIII. The V and VIII classes were studying in the new courses before 1969. New courses were introduced in the VI class in 1969/70 and the VII class

in 1970/71. The biology course that was previously taught in the X class was moved to the IX class in 1970.

Physics courses are taught in the VI to X classes. New courses were worked out in 1966 by a special commission created for that purpose. The discipline was divided into three general areas: "Basic Phenomena and Laws"; the "Structure of Matter"; and the "Application of Theory to Practice through Experimentation." Elective courses in physics have been offered according to student demand by secondary schools since 1968 in senior classes. Since physics courses were revised in 1966 no major changes are now contemplated and all minor changes were scheduled to be completed by the 1971/72 school year.

Chemistry is studied for eleven hours a week in classes VII to X. Introduction of Chemistry (characteristics of matter, chemical phenomena, and chemical formulas) is taught in the VII class. The composition of sugar, salt, and metals is studied in the VIII class. Inorganic chemistry is taught in the IX class and Organic Chemistry in the X class. New chemistry courses were introduced in 1970.

The chart, on the following page, shows the secondary school curriculum that was in effect at the time the Twenty-third Party Congress met. Since a new chart has not been published in Soviet Educational journals, it is assumed that the number of hours devoted to the study of each subject has not been substantially changed.

Although a limited number of elective courses had been offered for some time in secondary schools of large cities and in the R.S.F.S.R., electives were not universally offered prior to 1966. They were made universal then by a decree of the Party Central Committee and the Council of Ministers, U.S.S.R., "About Measures for Further Improvement of the Work of the Secondary General Educational School." Since then there has been a tremendous increase in the number of electives offered and the number of students taking them for academic credit. Both the Academy of Sciences and the Academy of Pedagogical Sciences directed this increase. On recommendations of these academies, the Institutes of the Academy of Pedagogical Sciences selected the subjects in which electives would be offered, determined the course content, and set the number of electives to be offered in each school. In 1968 an All-union Conference on the Problems of Electives was held. Reports of that conference show that in 1968, eighty-six percent of secondary and forty-six percent of eight-year schools offered elective courses; over thirty-two percent of all students in classes VII to X were enrolled in elective courses. Students preferred elective courses in mathematics and literature. In 1968, ninety-five percent of the electives offered in the R.S.F.S.R. were in courses considered to be supplementary to compulsory courses. Lack of interest in more specialized courses was attributed to the absence of qualified teachers and educational materials and equipment.

SECONDARY EDUCATION CURRICULA[9]

Subject	Number of Hours a Week by Class 1	2	3	4	5	6	7	8
Russian Language	12	12	12	10	6	5	3	2
Literature	-	-	-	-	2	3	2	3
Mathematics	6	6	6	6	6	6	6	5
History--								
Constitution USSR	-	-	-	2	2	2	2	3
Natural Science	-	-	-	3	-	-	-	-
Geography	-	-	-	-	2	2	2	2
Biology	-	-	-	-	2	2	2	2
Physics	-	-	-	-	-	2	2	3
Chemistry	-	-	-	-	-	-	2	2
Drawing	-	-	-	-	-	-	1	1
Foreign Language	-	-	-	-	4	3	3	3
Total	18	18	18	21	24	25	25	26
Art	1	1	1	1	1	1	1	-
Music & Voice	1	1	1	1	1	1	1	1
Physical Culture	2	2	2	2	2	2	2	2
Total	4	4	4	4	4	4	4	3
Labor Training	2	2	2	2	3	3	3	3
Soc. Desirable Labor	-	-	2	2	2	2	2	2
Productive Practice	-	-	-	-	-	-	-	-
Total	2	2	4	4	5	5	5	5
ACCUMULATIVE TOTAL	24	24	26	29	33	34	34	34

Subject	Secondary School with Productive Training 9 City	9 Rural	10 City	10 Rural	11 City	11 Rural
Literature	3	4	3	3	3	4
Math	4	5	4	4/5	4	5
History	2	3	3	4	4	4
Constitution	-	-	-	-	2	2
Econ. Geog.	-	-	2	3/2	2	2/3
Physics	4	5	4	5	2	3/2
Astronomy	-	-	1	1	-	-
Chemistry	2	2/3	3	3	2	3
Biology	3	4	-	-	-	-
Drawing	2	3/2	-	-	-	-
Foreign Language	2	3	2	3	3	3
Physical Culture	2	2	2	2	2	3
Tech. Subjects						
Productive Training & Productive Labor	12		12		12	
Fundamentals of Agr. & Labor Training		5		8		7
Electives	2	2	2	2	2	2
Productive Training by Season DAYS		54		54		18
HOURS		324		324		108

The conference revealed many deficiencies in the elective offerings. Sharp criticism was directed to the Academy of Pedagogical Sciences for its lack of planning and coordination in selecting courses to be offered as electives. Reports, especially from Leningrad, indicated that students preferred courses that had been worked out by teachers in the local school system. The most popular electives in the Leningrad schools in 1968 were "Heroes and Martyrs of Science" offered to students in the VII class and "History of the World Workers' and Communist Movement" offered in the IX and X classes. At this time teachers were more prone to follow their own dictates than the plans and programs of the Academy of Pedagogical Sciences. In Leningrad in 1968 only forty percent of elective courses were conducted according to the plans and programs approved by the Academy of Pedagogical Sciences; the remaining sixty percent were taught according to plans worked out within the local schools.[10]

The following list of elective offerings shows a comparison of the number of programs approved by the Minister of Education, U.S.S.R., and those approved by Republic Ministers or local school administrators.[11]

Subjects	Number of Programs by Subjects Approved by Minister of Education, U.S.S.R. (1969)	Approved by Ministry of Education, Union Republics, or local School Administrators
Russian Language	3	17
Literature	6	17
Mathematics	3	2
Geography	3	5
Physics	7	2
Drawing (Mechanical)	3	2
Chemistry	7	2
Aesthetics	2	2
Fine Arts	4	4
History	3	10
Social Science	1	10
Biology	3	2
Labor Training	16	3
Foreign Language	3	4
Physical Culture	2	1
Total	66	83

Distribution of students studying elective courses: (information published by the Ministry of Education, U.S.S.R., October 1, 1969).

Soon after the 1968 conference the Minister of Education, U.S.S.R. approved seventy-one elective programs. Although there was

an increase in the number of electives offered in history, the percentage of students enrolled in them did not increase appreciably. Only a few electives were offered in biology and geography because of deficiencies in the initial composition of these courses. Other deficiencies delayed the introduction of courses in physiology, geology and cartography. The most popular courses were in mathematics, physics, Russian language, and literature. Although these courses are considered the most difficult in the secondary curriculum, their popularity is explained by the fact that they are the most important subjects for preparing students for entrance examinations to institutions of higher education.

In rural areas students continue to choose electives that supplement knowledge gained in compulsory courses. In Belorussia in 1969 seventy-five percent of all students enrolled in electives in physics chose the course, "Supplementary Topics and Problems of Physics." Other electives in physics were more oriented to new techniques such as "Fundamentals of Electronics" and "Elements of Electronic Automation," and new scientific problems like "Physics of the Kosmos," but these courses were not popular with students.

In 1969 the average number of students enrolled in electives in the Soviet Union was thirty-nine percent, but the average dropped as low as seventeen percent in some republics. The Academy of Pedagogical Sciences attributed the level of interest in electives in part to these deficiencies: an inadequate number of trained teachers; absence of physical facilities for elective courses; a shortage of equipment for practical and field work; and the lack of visual and special aids for students and teachers. To overcome these deficiencies, the College of the Ministry of Education, U.S.S.R. directed that beginning in 1970 educational aids for elective courses were to be delivered to schools simultaneously with delivery of materials for compulsory courses.

Although the system of electives has encountered many difficulties and deficiencies noted, success in its initial stage has exceeded reasonable expectations of its planners. The diagram on the following page shows the degree of popularity of various elective subjects.[12]

Among the contemporary goals of secondary education is the development of patriotism, love of country, respect for its armed forces, and a readiness to defend the Soviet Union. The school curriculum has never reflected accurately the amount of time devoted to military-patriotic education because this type of instruction is interspersed subtly in other courses, especially history, the social sciences, and literature.

With the transition to universal secondary education and its inherent intensification of the ideological aspects of the teaching process, the role of patriotic-military instruction has been given

TOTAL NUMBER OF STUDENTS 13,719,937 ENROLLED IN ELECTIVE COURSES 5,361,002 (1969)

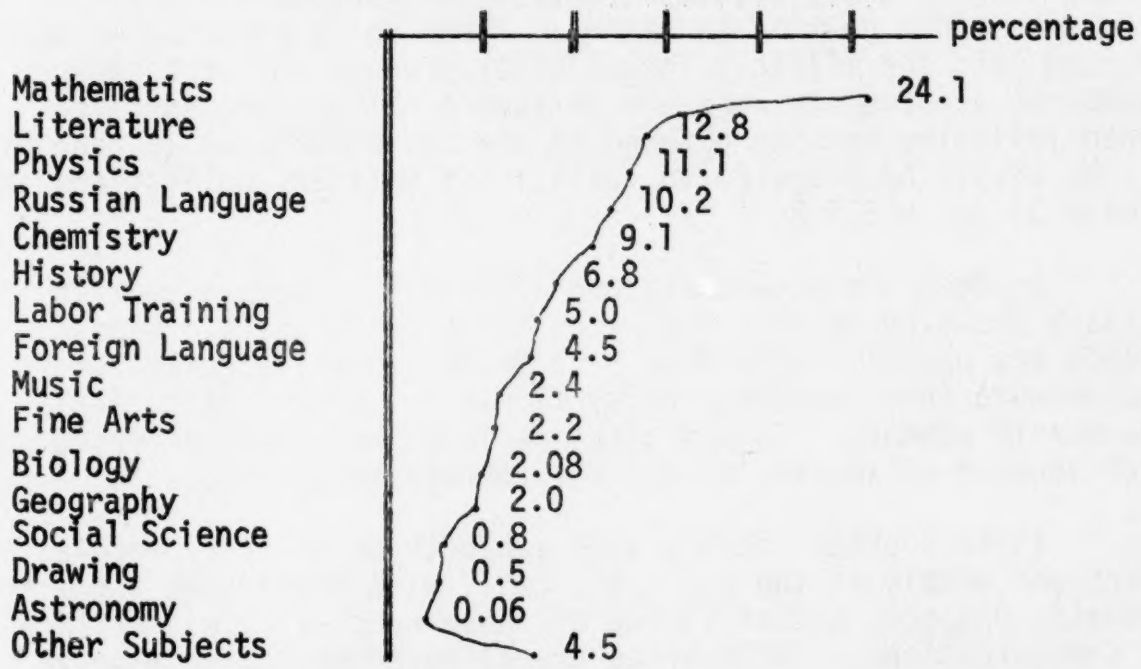

Diagram shows the relative number of students enrolled in electives by subjects: (according to information from the Minister of Education, October 1, 1969).

a more prominent place in the secondary school. While studying the fundamentals of science and technology, students also receive a considerable amount of military-patriotic instruction. Since all aspects of the educational process are subordinated to the goals of communistic education, every lesson, extracurricular activity, and every aspect of school life is to promote the military-patriotic goals of the school. Party youth organizations, clubs, circles, and societies and other social, political, and military organizations make significant contributions to the achievement of this goal.

The Supreme Soviet, U.S.S.R., passed a law in 1967, "About Universal Military Obligations" which supplanted a previous law of 1939. This new law reduced the period of compulsory military service from three to ten years. The reduction was supposedly facilitated by improvement in the general educational, technical, physical, and moral development of Soviet youth. However, the reduction was compensated by the introduction of compulsory military training for youths of pre-indoctrination and indoctrination age (18 year) to be conducted in secondary general educational schools starting in the IX class.[13]

The military training programs are designed to teach students the role of Soviet military forces, the character and specialty of each of its branches, the character of military service, the funda-

mental requirements of military allegiance and regulations, and to familiarize them with military weapons, including small calibre rifles, machine guns, grenades, anti-tank grenades and mortars, and their uses under battle conditions. Since he is expected to be inducted into the military forces after graduation, each senior student is expected to know his citizen's obligations and his responsibilities for the defense of the Soviet Union. In case of war, he should be prepared to fulfill his military obligations in defense of the U.S.S.R.

Students in classes IX and X spend two hours a week in military training courses that last thirty-five weeks. Class periods are usually forty-five minutes in length, consisting of a ten-minute introduction, thirty minutes of instruction, and a five-minute summary. Double class periods are sometimes conducted which consist of twenty, sixty, and ten-minute divisions.

These courses include such subjects as military regulations, orders and medals of the U.S.S.R., drill with small arms and with automatic weapons, actual firing of these weapons, field tactics, and communications. The courses are climaxed by spring maneuvers when mortars are fired. One course in the IX class is devoted entirely to Civil Defense.

Military training programs for secondary schools are under the supervision of the Directorate of Troop Training, Ministry of Defense, U.S.S.R. and the Ministry of Education, U.S.S.R. Local state and party organs, regional military commanders, and military units actively assist in the preparations for and the conduct of these courses. Classes are taught by an officer of the army reserve who is immediately responsible to the School Director. The Assistant Director for Instruction coordinates military training programs with other programs of the school. All courses and any changes in them are subject to approval by the school's Educational Council.[14]

The officer of the army reserve is paid a salary for teaching twelve hours a week. In a letter to Teachers' Gazette, August 4, 1970, Yu. Vasil'ev questioned the proper utilization of this officer's time and his entitlement to pay. In his letter Vasil'ev stated that instructors were paid for twelve hours of instructional work a week but were not always utilized for the full twelve hours. He divided the instructor's time as follows:

Productive practice in the IX class.....	1 hour a week
Group study of military techniques and weapons--2 hours a week in the IX and X classes.....	4 hours a week
Showing films separately to the IX and X classes once or twice a week....	1 hour a week

Elementary military training--2 hours a week in the IX and X classes..... 4 hours a week

Thus, according to Vasil'ev, the military instructor only spent ten hours a week instructing students. But, he contended, they were paid a full salary regardless of the number of hours taught and were paid overtime for all hours above twelve. He recommended that they be directed to teach other courses if their military teaching load was less than twelve hours. This letter at least suggests the possibility of a conflict of interests between teachers and military instructors.

Concern for the military-patriotic education of youth led to the convening of a conference in March 1969 on the theme, "Military-Patriotic Literature and the Education of Soviet Youth." It was attended by representatives of the Union of Writers, the Komsomol Central Committee, the Committee for Press of the Council of Ministers, the Academy of Pedagogical Sciences, and high ranking officers of the army and navy. V. M. Khvostov, president of the Academy, addressed the conference and reported a need for more literary works with a military theme. He called upon writers to assist the school in its military-patriotic programs. He indicated a particular need for literature that fostered the growth of patriotism and internationalism, and developed a proper attitude to the various types of war--aggressive, imperialistic, defensive, and wars of national liberation from imperialism.

He reported that the particular needs of the school were for childrens' books with a military theme, military verses and poems that young children would remember and recite, songs for choruses, and books for the entire family. "Literature," said Khvostov, "must be a work of art, charming, conform to the party policies, and present an examplary hero of our times. . . . The characters must be magnetic and deserving of imitation by our youth." Reporting the results of a survey of the literary tastes of youth, Khvostov said that only one-third of Soviet youth preferred literature with a military theme. The survey also revealed that no recently published books were among those most favored by students. This, he contended, indicated a shortage of good recent books.[15]

The new curriculum required revised or newly written textbooks reflecting the latest achievements of science and technology presented in such a manner that they corresponded to and complimented the current ideo-political goals of the secondary school. Anticipating an unusual complicity in supplying textbooks in such a short time, the Council of Ministers, U.S.S.R. directed the Minister of Education and the Academy of Pedagogical Sciences to prepare manuscripts for them. The Minister then passed the responsibility to the Academy with the charge that this was the most important responsibility of the Academy.

Although the Ministry of Education conducts an annual competition for the best textbook manuscripts, adopted texts are usually written by a collective of writers rather than individuals. A concerted effort has been made to solicit the assistance and cooperation of scientists, methodologists, educators, and teachers with many years of teaching experience to write textbooks. However, the lengthy and complicated manner of testing and approving textbooks discourages individual manuscripts. Even when accepted, these manuscripts are often cast aside or converted into collaborative works by deletions, revisions, or additions.

The process by which F. P. Korovkin's History of the Ancient World was adopted is a good example of converting an individual work into that of a writers' collective. Korovkin began writing his book about twenty years ago, and the completed manuscript received first prize in the state competition for history books in 1960. Then the author spent two years in collaboration with educators adapting the manuscript to textbook requirements. After that the Minister of Education, R.S.F.S.R. sent the textbook to selected schools in six different regions of the republic for testing. Teachers' reactions to the book were requested with their criticisms and recommendations. In compliance to the resulting criticisms and recommendations, the author again revised his book. Then a long period of time was spent in working out illustrations, pictures, maps, and changes with the publisher, artists, cartographers, and illustrators. The book was finally adopted in 1969. Its acceptance was facilitated by the simultaneous publication of a collaborative work, Fundamental Methods of Teaching the History of the Ancient World, edited by F. P. Korovkin and N. I. Zaporzhits. In his article, "The Scientific-Methodological Basis of the Textbook History of the Ancient World," Korovkin described four years of work in revising his book, hundreds of conferences with teachers, and his attendance at numerous teachers' meetings and conferences where every chapter of the book was examined minutely.[16]

The scientific-methodological content of textbooks must be accurate, based on the latest scientific-technological achievements, and suitable to the developmental level of students in the class for which the text is intended. Textbooks must contain the fundamentals of the science of nature and society--facts, concepts, theories, laws--accompanied by explanations necessary to an understanding of the laws of social development. The content must be presented in such a manner that it promotes Soviet patriotism and proletarian internationalism.

However, D. Zuev, director of the state publishing house, "Prosvyeshchyeniye," reported in February 1971 that the scientific-methodological content of textbooks was no longer a serious problem. Concern for content was alleviated by assigning the preparation of manuscripts to such famous personalities as V. M. Khvostov, I. K. Kokoin, A. N. Kolmogorov, V. V. Parin, M. P. Kim,

Yu. I. Polyanskij, and others. F. Panachin, Deputy Minister of Education, U.S.S.R., declared in May 1970 that careerism and individualism was still a problem of the educational press.[17]

Textbooks are tested before general adoption for two or three years in selected secondary schools, Institutions for Teacher Improvement, and Higher Educational Institutions. Testing procedures are worked out and directed by the Academy of Pedagogical Sciences and supervised by scientists and experienced educators. These people regularly visit institutions where testing is being conducted, test and observe students, and confer with teachers to determine the acceptability of the textbook. Test results and the Academy's recommendations are forwarded to the Ministry of Education where final adoption is made by the College of the Ministry of Education.

Publication plans for the educational press are formulated in the Ministry of Education and are approved by the Committee for Press of the Council of Ministers, U.S.S.R. To prevent duplication and parallel efforts, explicit responsibility for publishing educational materials has been assigned to two state publishing houses--Prosvyeshchyeniye and Pedagogika.

Pedagogika is an organ of the Academy of Pedagogical Sciences and the Committee for Press of the Council of Ministers, U.S.S.R. It publishes all monographs, collections of scientific and educational literature, selected works on Soviet and foreign educational sciences, experimental textbooks and educational aids, dictionaries, encyclopedias, and popular educational literature for teachers and parents. Pedagogika also publishes journals of the Ministry of Education and the Academy of Pedagogical Sciences. V. A. Razumnij, doctor of philosophy, is the director of Pedagogika.

Prosvyeshchyeniye publishes all non-experimental textbooks and educational aids for the secondary general educational school, methodological and didactic materials and visual aids, literature for extra curricular study, and program and instructional materials of the Ministry of Education, R.S.F.S.R. The director of Prosvyeshchyeniye is D. D. Zuev. Prosvyeshchyeniye is by far the larger of the two publishing houses and directs the work of thirty central and twenty republic printing establishments. It published 2,604 textbooks (titles) and educational aids for the general educational schools in 1968. Total volume was 317,000,000 books, or an average of about seven books for each student in the Soviet Union. It also published 2,440 supplementary books and brochures for secondary schools and kindergartens with a total output of 26,400,000 copies. The extremely large number of textbooks is partially accounted for by the parallel publication of texts in several different languages. Education is presently conducted in sixty-six languages in the U.S.S.R. Although some old textbooks are still being used, D. D. Zuev reported in February 1970 that the transition to new programs required ninety-eight newly adopted

textbooks. Fifty-six new texts were published in 1970, of which thirty-nine have been adopted; nineteen were ready in 1971, ten more in 1972, an additional eight in 1973, and the final five are to be published in 1974.

The entire process of publishing and distributing textbooks apparently broke down in 1969 and 1970. Breakdowns were so numerous that on July 10, 1969, the Teachers' Gazette was ordered to publish reports on the "Course of Publication of Textbooks and Educational Aids." After that date almost every issue of that newspaper carried reports of textbook shortages.

On July 24, 1969, the newspaper announced that publication plans for new textbooks were changed four times in the first six months of 1969. Prosvyeshchyeniye explained in the same edition that delays were caused by receipt at the printers of poorly prepared manuscripts. The paper had reported on July 15, 1969, that printing presses "from Kalinin to Moscow - Leningrad to Krasnokamsk" were stopped because of a shortage of paper. Printers blamed the department of railroads for causing the textbook shortages. On August 29, 1969, a special correspondent of Teachers' Gazette reported from Kalinin that the chief obstacle to the printing of textbooks was a shortage of paper and the failure of Soyuz Knigi to ship out about 300,000 books that were piling up at the Kalinin Polygraphic Kombinat. On August 14, the newspaper republished an editorial from Pravda which stated that the Kondopozh pulp and paper Kombinat had an accumulation of 2,200 tons of paper resulting from a shortage of railway freight cars. Of the daily planned quota of fifty-six freight cars, only fourteen were being supplied to the Kombinat. Pravda said that the situation at Kondopozh was serious because there was no more space to store paper. Apparently the extra burden of publishing new textbooks overtaxed the entire system, from the preparation of manuscripts to distribution of completed textbooks. The number of complaints had subsided by the summer of 1971, and it is assumed that the major problems of publication and distribution were solved.

In 1972 there are 2,670,000 teachers in the Soviet Union. Over half of them have completed studies at an institution of higher education and the other half have attended an institution of higher education or have completed a secondary school. Higher educational institutions have trained 650,000 teachers in the past five years, but there is an acute shortage of teachers in the Soviet Union. Not only is there a shortage in the quantity of teachers, but also even the Soviets admit to the low quality of teacher training. The curricula, courses, and textbooks of teacher training institutions reflect neither the contemporary achievements of science and technology nor the recent socio-political changes that have occurred in the Soviet Union. Teachers' Institutions are deficient in the psychological and educational disciplines. To overcome these faults

two new curricula and over a hundred new programs were established in teacher training institutions in 1970.

To improve the quality of education, emphasis is placed on the ideological, political, and cultural improvement of future teachers. New courses are being added in the social sciences, atheism, ethics, and aesthetics. Improved courses in history, physics, mathematics, and philology were introduced in teacher training programs in 1970. New psychological-educational disciplines were introduced into the teacher training curriculum as follows:[18]

First Semester.--"Introduction to Education." This is a new professional orientation course for future teachers in all disciplines. Students are introduced to the basic educational concepts and categories that will be studied in greater depth in later courses in education and the history of education.

Second Semester.--"Growth Physiology and School Hygiene." This course gives students an understanding of the physiological characteristics of school-age children.

Third Semester.--"History of Education." Educational theories and the historical methods of approach to educational problems are explained in this course. Also in this semester, the student begins a study of General Psychology that introduces the laws for forming personality in a collective and the psychological bases of the teaching process.

Fourth Semester.--"School Education." In this course the student begins a two semester course which is theoretical, explaining the fundamentals of leadership in forming a child's personality. It also examines instructional and educational methods.

Particular methods are studied in the fifth to seventh semesters. These courses teach the methods for instructing children of various age groups. In "Growth and Educational Psychology," studied in the seventh semester, students learn to work with individual children and childrens' collectives.

The teacher training curriculum provides time for elective courses in "Methods of Teaching," as well as special courses and seminars.

Practice teaching for students is divided into four courses. In the first course the student observes the social aspects of student activities. The second course is devoted to practical educational and psychological problems. The third course consists of six weeks of practice teaching, and the fourth course consists of seven weeks of practice teaching. The seven week period is a probationary period for future teachers.

Since the Twenty-third Party Congress in 1966, over two million teachers have been retrained to work with new course materials and textbooks. The retraining courses were conducted in 172 institutions for Teacher Improvement, over 400 regional and city methodological workshops, and about 200 correspondence and evening courses conducted by teacher training institutions. Numerous seminars, in-service training, conferences, and self-study programs were also used to improve the qualifications of teachers. To supplement these, the Central Educational Television transmits teacher improvement courses three times a week--Thursdays, Fridays, and Sundays. To insure the continuing improvement of teachers, each teacher is now required to draw up an individual plan for improving his qualifications--correspondence courses, theoretical conferences, seminars, correspondence courses--which must be approved by the School's Educational Council.

Between 1971 and 1980 every teacher will be required to attend at least two courses in an Institution for Teacher Improvement.[19] Teacher improvement courses in institutions of higher education are free, and while in attendance teachers are furnished living quarters and paid their regular salary. If their salaries are less than 140 rubles a month, an additional stipend of forty rubles is paid, but the total salary plus stipend cannot exceed 140 rubles a month. Persons not having a higher education degree are paid an extra stipend of fifteen rubles a month, provided that the total does not exceed 100 rubles a month. An educator whose salary exceeds 300 rubles a month will have his salary reduced to 300 rubles a month during the time he is in attendance.[20]

FOOTNOTES FOR CHAPTER SEVEN

1. M. I. Prokof'yev, "Osnovnyye Zadachi Shkoly," Narodnoye Obrazovaniye, September, 1969, p. 13.

2. M. A. Myel'nikov, "Nachalnaya Shkola," Pyedagogichyeskaya Entsiklopyediya, Vol. III, p. 80.

3. V. P. Stryezikozin, "Pyervyye Itogi Raboty Po Novym Programmam," Sovyetskaya Pyedagogika, August, 1970, pp. 3-12.

4. K. Ajmanov, "Shkoly Pyeryekhodyat Na Novyye Programmy," Sovyetskaya Pyedagogika, November, 1969, pp. 20, 21.

5. "Plan Uchyebnyj," Pyedagogichyeskaya Entsiklopyediya, Vol. III, p. 412.

6. M. I. Prokof'yev, "Osnovnyye Zadachi Shkoly," Narodnoye Obrazovaniye, September, 1969, p. 12.

7. "O Grafikye Pyeryekhod Shkol Na Novyye Uchyebnyye Plany I Programmy," Narodnoye Obrazovaniye, June, 1969, pp. 10, 11.

8. Chart reproduced from Narodnoye Obrazovaniye, June, 1969, p. 91.

9. "Uchyebnyj Plan," Pyedagogichyeskij Slovar, Vol. II, pp. 538-542.

10. I. D. Zvyeryev, "Problyemy Fakul'tativnykh Zanyatij V Sryednyej Shkolye," Sovyetskaya Pyedagogika, April, 1971, p. 43.

11. Ibid., p. 44.

12. Ibid., p. 45.

13. I. B. Berkhin, "Sovyetskaya Strana V 1966 - 1968 GG.," Pryepodavaniye Istorii V Shkolye, March/April, 1969, p. 19.

14. V. Mironov, "Iz Opyta Raboty Voyenruka," Narodnoye Obrazovaniye, August, 1969, pp. 63, 64.

15. V. M. Khvostov, "Knizhyestvyennaya Lityeratura I Voyenno-Patriotichyeskoye Vospitaniye Shkol(nikov," Pryepodavaniye Istorii V Shkolye, May/June, 1969, pp. 1-11. Also see, V Kumarin, "Voprosy Voyenno-Patriotichyeskogo Vospitaniya," Sovyetskaya Pyedagogika, September, 1969, p. 153.

16. D. Zuyev, "Trudnyye Budni Shkolnogo Uchyebnika," Narodnoye Obrazovaniye, February, 1971, pp. 16-21.

17. F. Panachin, "Pyedagogichyeskaya Pyechat', Ee Zadachi I Osnovnyye Napravlyeniya Razvitiya," Narodnoye Obrazovaniye, May, 1970, p. 23.

18. "Vyshe Urovyen Psikhologo-Pyedagogichyeskoj Podgotovki Budushchikh Uchityelyej," Sovyet Pyedagogika, August, 1970, pp. 155-157.

19. F. Panachin, "Sovyershyenstvovat' Podgotovki I Pyeryepodgotovki Pyedogogichyeskikh Kadrov," Narodnoye Obrazovaniye, March, 1971, pp. 28-35.

20. Ministry of Education letter No. 8 of January 13, 1969. Cited in "Kunsultatsiya," Uchityel'skaya Gazyeta, March 18, 1969.

CHAPTER EIGHT

CONCLUSIONS

Although Soviet education has undergone great changes since the 1917 revolution, the most far reaching ones have come since the 1966 meeting of the Twenty-third Party Congress. Compliance with party and state directives issued since 1966 about improvement of education necessitated the removal of numerous deficiencies from the secondary educational system. Creation of an All-union Ministry of Education eliminated major deficiencies resulting from the absence of centralized control and administration of secondary education. The Ministry formulates educational policies that are universally applied throughout the Soviet Union and directs the activities of all organizations within the secondary educational system. It has significantly improved the enforcement of "Democratic Centralism" in the secondary educational system.

Transformation of the Academy of Pedagogical Sciences, R.S.F.S.R. into an all-union academy provided closer supervision and coordination of all educational research in the Soviet Union. Although subordinate to the Ministry of Education in administrative and organizational matters, the Academy enjoys a considerable degree of independence in the areas of educational research. Its research of theories, concepts, and practices of education forms the basis for the policies of the Ministry of Education.

The Academy's research has also solved the major problems caused by a lack of uniformity and consistency in the antiquated and fluctuating concepts of Soviet educational philosophy. Research conducted on problems related to the interrelations between education and other sciences led to the elevation of education to a level equal to that of the other sciences. Such research solved problems related to an over-emphasis of the biological and sociological sciences on educational research conducted in the older academy. Current educational reforms indicate that the Academy recognizes that educational progress is dependent on the progress of all sciences. Educational research is now conducted by educators, mathematicians, philogists, physiologists, psychologists, biologists, sociologists, and specialists in other scientific fields. The ultimate success or failure of educational reforms will depend as much on the quality of research conducted in the Academy of Pedagogical Sciences as on the successful implementation of the changes brought about by the research.

The instructional programs of the secondary school have undergone extensive reform. The curriculum now reflects the latest developments of science and technology; the professional status of teachers has been elevated to a level equal to or above that of other professionals; and the school has been given a greater responsibility for the mental, moral, and professional development of youth. Although the family and society retain a great responsibility for education, their educational functions have been at least partially subordinated to and coordinated with the school's programs.

The relative importance of disciplines within the curriculum has not changed significantly, but courses and subjects have been reorganized and restructured within the curriculum to provide better interdisciplinary and extradisciplinary coordination. Theoretically, these changes should provide a systematic progression from the introductory courses of the lower grades to more complicated subjects in the higher grades. If this object is achieved the educational level of secondary school graduates will be raised considerably. However, the degree of achievement and its resulting effect on the educational competence of the secondary school cannot be known before 1980 when the students who enrolled in the first classes in 1970 are graduated from the secondary school.

The Academy of Pedagogical Sciences contends that minutia and superfluous, redundant, and obsolete materials have been removed from educational courses and textbooks. Over-emphasis on political indoctrination, atheism, anti-capitalism, and patriotism, and the glorification of Marx and Lenin and the Communist Party saturated the instructional program with materials that made little or no contribution to the scientific-technological achievements of students. There are also indications that the curriculum contained political materials that did not comply with the current policies of the party. The degree of success in this area of reform will not be known until new courses and textbooks have been formalized, published, and introduced into the secondary schools. There is reason to believe that de-emphasis has not been achieved fully in these areas. The negation of religious, capitalist, revisionist, and anti-communist ideologies remains an object of secondary education, but responsibility for such indoctrination has apparently shifted from the authors of textbooks to classroom teachers. The success of that shift will depend on the skills and abilities of teachers to relate course and textbook materials to Marxism-Leninism.

All secondary school teachers have already or soon will complete Institutions for Teacher Improvement or correspondence courses, have attended seminars or enrolled in self-education courses. Although teachers were required to improve their psychological-educational qualifications, the greater demand was for improvement in their methods of teaching. This was necessitated by the traditional formalism in teaching methods that emphasized memorization and recitation of facts. New teaching methods are intended to develop

the student's ability to relate facts to real life situations. But, in the Soviet school, "real life situations" often infers "the party's interpretations of Marx and Lenin" which requires that teachers be fully indoctrinated in the teachings of these theoreticians of Communism.

The introduction of elective courses in the secondary curriculum marks a sharp departure from past educational policies. In the past Soviet educators ridiculed the American "elective courses." Now they face the danger that if students are given a broad choice of electives they may choose to abandon the stereotyped interpretations of Marx and Lenin. There are already some indications that students prefer electives that will aid them in passing entrance examinations to Institutions of Higher Education. If that trend continues the socio-political goals of education might not be reached.

A new regulation for the General Educational School more clearly defined its organizational and operational structure. Control over the secondary schools is retained by the Ministry of Education which exercises its authority through local organs of education. These local organs authorize the hiring and firing of supervisory personnel and approve the school's organizational and operational procedures. Within the school there are student social and political organizations, organs of student self-government, an educational council, and a parents' committee. The authority and responsibility assigned to each of them are not clearly defined and probably will not be known until they have been in operation for some years.

The nature and scope of secondary educational reform introduced since 1966 attest to the inefficiency and incompetence of the secondary school. Prior to that date much of the blame for that condition must be attributed to the incorrect concepts underlying Soviet educational philosophy. Now that many of those concepts have been corrected, the goals of Soviet education may be easier to achieve. Soviet educational philosophy is in part a belief that the Soviet citizen must be educated from cradle to grave. Education is aimed at mental, moral, and physical development, and its success rests with the family, the school, and society. The schools' responsibilities have been more clearly defined and considerably expanded, and that should improve the educational level of its graduates.

If awareness of deficiencies within the system is a move toward their correction, then Soviet secondary education has made at least one giant step forward; but the journey is a long one.

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APPENDIX A

REGULATIONS ABOUT THE MINISTRY OF EDUCATION, U.S.S.R.

1. In compliance to the constitution of the U.S.S.R. the Ministry of Education, U.S.S.R. is a Union-Republic Ministry.

The Ministry of Education, U.S.S.R. directs general secondary education, pre-school teaching and the development of pedagogical sciences in the nation.

The Ministry of Education, U.S.S.R. is responsible for the condition and further development of the system of peoples education, the quality of instruction and teaching of children and young people in the general educational schools, pre-schools and also for the conditions and development of pedagogical sciences in the nation.

2. The main objectives of the Ministry of Education, U.S.S.R. are:

To guarantee universal compulsory eight-year instruction and the transition to universal secondary education for children and young people; to give them a sound knowledge of the fundamentals of science; to formulate in them a high communistic consciousness; to provide physical and aesthetic development; and to prepare youth for life, labor and the conscious selection of a profession;

To further the development and improvement of the system of peoples education, to develop a network of general educational schools and pre-school institutions and other forms of social teaching of children;

To determine the content of secondary polytechnical education and labor training of students;

To improve educational plans and programs for the secondary general educational schools on the fundamentals of science; to prepare and publish standard textbooks based on those fundamentals; to give assistance to Union Republics in improving the educational-methodological direction of schools, pre-schools, and extra-school establishments;

To organize and improve the system for training and raising the qualifications of teachers and pedagogical workers of higher and secondary educational institutions; to improve the method of staffing other establishments of education with cadres;

To fulfill the goals of the state plan and guarantee strict observance of state discipline;

To equip general educational schools, pedagogical educational institutions, pre-schools, and extra-school establishments with equipment and educational-visual aids that meet the requirements of the educational process and the contemporary level of the development of science and technology;

To scientifically organize labor and management to provide establishments, organizations, and enterprises of the Ministry with highly qualified pedagogical and other cadres;

To create conditions for the best use of workers' knowledge and experience to promote young specialists who are highly recommended by their work to positions of leadership;

To improve the housing and living conditions of teachers, students of higher and secondary pedagogical educational institutions, workers and service personnel of establishments, organizations, and enterprises of the Ministry.

3. The Ministry of Education, U.S.S.R. directs general secondary education, pre-school teaching, and development of pedagogical sciences, as a rule, through the Ministries of Education and other Union-Republic organs of educational control of Union-Republics and directs establishments, organizations and enterprises immediately subordinate to them.

The Ministry of Education, U.S.S.R.
The Ministries of Education and other Union-Republic organs of educational control of Union Republics.
Organs of educational control of executive committees of Soviets of Workers Deputies.
Establishments of education subordinate to them (general educational schools, pre-school, and extra-school establishments, and other establishments of education).
The Academy of Pedagogical Sciences, U.S.S.R.
Scientific Research Establishments.
Pedagogical institutes and pedagogical UCHILISHCH.
Enterprises for production of educational visual aids and educational equipment and other subordinate establishments, organizations, and enterprises that comprise the unitary system of the Ministry of Education, U.S.S.R.

4. The Ministry of Education, U.S.S.R. coordinates activities of Ministries and departments in questions of school teaching and methodological work in general educational schools, pre-schools, extra-school establishments subordinate to them and jointly with ministries and departments formulates measures for raising the

quality of instruction and teaching of children and youth in these schools and establishments.

The Ministry of Education, U.S.S.R. through the Academy of Pedagogical Sciences attached to it coordinates research in the pedagogical sciences, conducted by scientific and scientific-research establishments of the nation that are not included in this system.

5. The Ministry of Education, U.S.S.R. is directed by the laws of the U.S.S.R., ukases of the presidium of the Upper Soviet U.S.S.R., decrees and directives of the government U.S.S.R., and other normative acts, general regulations about ministries U.S.S.R., and also by this regulation and ensures correct application of effective laws in establishments, organizations and enterprises within the system of the Ministry.

The Ministry of Education, U.S.S.R. examines the legality of questions brought to his attention and formulates proposals for improving law and submits them to the Council of Ministers, U.S.S.R. for examination.

6. The Ministry of Education, U.S.S.R. in accordance with the duties set forth in general regulations about ministries U.S.S.R. in the field of planning, science, and techniques, capital construction, material-technical supply, finance and credit, cadres, labor and wages, and also scientific and technical relations with foreign countries

a/ determines the basic direction for development of education in the nation, works out projects of annual and perspective plans for development of peoples education in the nation on the basis of proposals of Council of Ministers Union Republics, Ministries and departments U.S.S.R. (except in higher and secondary special education) and submits them to the Council of Ministers U.S.S.R. and to the Gosplan U.S.S.R.

b/ formulates and in cooperation with Ministries and departments U.S.S.R. and Councils of Ministers Union Republics implements measures for further improvement of instruction and teaching children and youth in general educational schools, pre-schools, and extra-school establishments

v/ formulates and approves standard educational plans and programs for general educational schools and also standard programs for pre-school and extra-school establishments; formulates and publishes methodological instructions pertaining to pre-school teaching of children, instructing and teaching school children, the work of extra-school establishments

g/ supervises the preparation of school textbooks and educational-methodological aids for teachers, gives approval for

their publication, formulates and approves in cooperation with the Publication Committee of the Council of Ministers, U.S.S.R. publication plans and the number of copies of school textbooks and educational-methodological aids for teachers

d/ determines the nation's needs for specialists with higher and secondary pedagogical education, organizes the training of these specialists in educational institutions of the Ministry's system, and also the training of scientific-pedagogical and scientific cadres in the field of pedagogical sciences, approves programs and authorizes publication of textbooks in special disciplines for pedagogical educational institutions, formulates plans for pedagogical educational institutions and submits them for approval of the Ministry of Higher and Secondary Special Education; directs the system for raising qualifications of teachers and other workers of education

e/ arranges for the introduction and utilization of contemporary technical methods (movie, radio, television and others) in general educational schools and pedagogical educational institutions

zh/ formulates and approves in accordance with the Gosplan and the Ministry of Finance, U.S.S.R. a list of standard educational visual aids and school equipment for general educational schools, pre-schools, and pedagogical educational institutions; determines the requirements for educational visual aids and school equipment in cooperation with Ministries of Education and other Union Republic organs of management of education of Union Republics, Ministries and departments U.S.S.R. having schools pre-school establishments, and pedagogical educational institutions; issues industrial zakases through proper channels for their production and guarantees the supply of general educational schools of the country with such aids and equipment

z/ in the established manner exercises educational methodological direction of elementary military training of students in senior classes of secondary general educational schools, guarantees selection and training of military directors, establishes an educational-material base for elementary military training, and controls the organization and conduct of this preparation

i/ jointly approves with the state committee for public construction and architecture of GOSSTROE U.S.S.R. standard projects for buildings of general educational schools, pre-school, and extra-school establishments, higher and secondary pedagogical educational institutions; determines in the established manner a calculation of the normal costs of their construction and equipment

k/ organized a study of the achievements of domestic and foreign science and practice in the field of education, conducts experimental tests of these achievements and introduces them into practice;

organizes an informational service to the nation in questions of education

l/ determines, with approval of the state committee of the Council of Ministers, U.S.S.R. for science and technology and the Ministry of Higher and Secondary Special Education questions of opening and closing problem laboratories and with approval of interested ministries and departments the opening and closing of branch scientific-research laboratories in higher educational institutions of the system of the ministry

m/ formulates and approves standard regulations about schools, pre-schools, and extra-school establishments

n/ exercises control for the activities of all general educational schools, pre-schools, and extra-school establishments in questions of educational-training and methodological work regardless of their departmental affiliation

o/ organizes in the established manner in cooperation with interested ministries and departments U.S.S.R. All-union school sports competitions, tourist meetings, reviews of technical creations, school olympiads, and other events of an educational teaching nature

p/ exercises joint control with the Ministry of Public Health for conditions and fulfillment of measures guaranteeing maintenance and strengthening of health of children in schools, pre-schools establishments

r/ publishes pedagogical and methodological journals

s/ provides for the dissemination of pedagogical knowledge among the population through the participation of professional unions and other public and scientific organizations

t/ in the established manner awards medals, chest badges, and diplomas to outstanding teachers and other workers of education, and also persons actively participating in teaching and instruction of children and youth, and applies other means of encouragement.

7. The Ministry of Education, U.S.S.R. conducts educational work with the active assistance of state and cooperative enterprises, organizations and establishments, professional unions, councils of assistance to family and school, and other social organizations.

8. The Ministry of Education, U.S.S.R. is headed by a minister designated in accordance to the constitution U.S.S.R. by the Upper Soviet, U.S.S.R. and in periods between sessions by the presidium, Upper Soviet, U.S.S.R. with later submission for approval of the Upper Soviet, U.S.S.R.

9. Within the Ministry of Education, U.S.S.R. there is formed a college consisting of the Minister (chairman) and deputy ministers, and another supervisory personnel of education.

10. The Minister is charged with personal responsibility for fulfilling goals and obligations assigned to the Ministry; [he] established the degree of responsibility of deputy ministers, heads of the main directorates, and other subdivisions of the ministry for directing separate areas of the ministry's activities, for the work of general educational schools, pedagogical educational institutions and other establishments, organizations, and enterprises of the system of the ministry.

11. Within the competency of the Ministry and agreeable to active laws, and decrees and instructions of the Council of Ministers, U.S.S.R. the Minister published prikases, and instructions and issues directives, the fulfillment of which is obligatory for Ministries of Education and other Union-Republic organs of supervision of education in the Union Republics, organs of supervision of education of executive councils of workers deputies, establishments, organizations, and enterprises of the system of the Ministry, and [he] verifys their fulfillment.

Prikases and instructions issued by the Minister of Education, U.S.S.R. relating to problems of the direction of education that are under his control are obligatory for all general educational schools and establishments of education and also ministries and departments to which they are subordinate.

The Minister of Education, U.S.S.R. when necessary issues prikases and instructions jointly with the heads of other ministries and departments U.S.S.R.

12. The college of the Ministry of Education, U.S.S.R. in its regularly conducted meetings examines the fundamental problems of the development of education, pedagogical sciences and other problems of the Ministry's activities, discusses problems of practical supervision of establishments, organizations, and enterprises, verifies fulfillment, selection and utilization of cadres, proposed important prikases and instructions, hears reports of Ministers of Education and directors of other Union Republic organs of management of education of the Union Republics, directors of local organs of education, accounts of head managers, managers and sections of the ministry, establishments, organizations, and enterprises of the system of the ministry.

Decisions of the college are implemented as a rule by a prikase of the Minister. In cases of disagreement between the Minister and the college, the minister puts his decision into effect, reporting the disagreement to the Council of Ministers, U.S.S.R. and members

of the college, in turn, can communicate their opinions to the Council of Ministers, U.S.S.R.

13. Within the Ministry of Education, U.S.S.R. there is organized a Soviet for questions of the secondary general educational school. This soviet consists of the Minister of Education, U.S.S.R. (chairman), his deputies, the president of the Academy of Pedagogical Sciences, U.S.S.R. and the ministers of education Union Republics.

In its meetings the Soviet examines questions of further development and improvement of universal secondary education in the country, projects of basic normative documents, regulation of the work of the secondary general educational school, taking into account the characteristics of development of schools in Union Republics.

The regulation about the Soviet for questions of the secondary general educational school is approved by the Minister of Education, U.S.S.R.

14. A learned Methodological Soviet is created within the Ministry consisting of noted scientists, highly qualified specialists, and representatives of scientific pedagogical societies and other organizations to evaluate educational programs, textbooks, educational aids and methodological materials, and to make recommendations for the utilization of the achievements of pedagogical sciences and outstanding experiences.

The staff of the Learned Methodological Soviet and the regulation about it are approved by the Council of Ministers, U.S.S.R.

15. The administrative structure and number of workers of the central apparatus of the Ministry of Education, U.S.S.R. are approved by the Council of Ministers, U.S.S.R.

The personnel list of the central apparatus of the Ministry and the regulation about the head managements, managements, and sections of the Ministry are approved by the Minister of Education, U.S.S.R.

16. The Ministry of Education, U.S.S.R. has a seal with a portrayal of the state emblem and with its title.

approved by the Council of Ministers,
U.S.S.R. January 7, 1969

APPENDIX B

REGULATION, SECONDARY GENERAL EDUCATIONAL SCHOOL

Section One

General Resolution

1. The secondary general education school in the U.S.S.R. is an unified, labor, polytechnical school.

Unity is provided by universal educational plans, programs, and educational principles or organization of the educational-teaching work. General education, labor and polytechnical preparation is accomplished by instruction and socially desirable labor of students.

2. The primary objectives of the secondary general educational school:

To give students a general secondary education complying to the contemporary requirements of social and scientific-technological progress, while supplying students with a sound knowledge of the fundamentals of science and the ability to expand that knowledge by their own efforts;

To formulate a Marxist-Leninist attitude in the younger generation, to teach students a high feeling of soviet patriotism, --love for the country, its people, the communist party of the Soviet Union, and a readiness to defend the socialist fatherland;

To provide a broad harmonious development of students, their aesthetic and physical education, strengthen their health, correct and establish labor training, prepare students for life, and the conscious selection of a profession, labor and social activities.

The school combines educational-teaching work with the practice of building communism and accomplishes the moral teaching of students in the spirit of the required moral code of builders of communism.

3. All children who have reached school age study in the general educational school. Education is free.

Students are given the right to study in their native language. Parents or their replacements have the right to select a school of their choice with corresponding language of instruction for their children. Besides the language in which teaching is conducted students can study the language of another people of the U.S.S.R. Students of both sexes are taught together.

Instruction and teaching in the Soviet School is free from all religious influence.

4. With the object of guaranteeing citizens of the U.S.S.R. the right to education, and fulfilling the law about compulsory eight-year education and universal secondary education there will be created the necessary number of the following schools: secondary general educational schools, schools with productive training, schools with intensive study of educational subjects, schools with prolonged day, boarding schools, evening and correspondence schools for working youth, schools for teaching children with physical and mental handicaps, sanatoriums (forest) and special schools.

The order of opening and closing general educational schools is determined by the Councils of Ministers union republics. The opening and closing of general educational schools immediately subordinate to ministries and departments of the U.S.S.R. is achieved on the basis of their decisions.

5. Depending on local conditions there will be created separate schools consisting of grades I-III(V), eight-year schools consisting of grades I-VIII, and secondary schools consisting of grades I-X(XI) with retention of unity and continuity of all levels of universal secondary education.

Each school is assigned a defined section of an administrative region. The school will take necessary measures to furnish compulsory education to all children living in that section of the region.

6. The period of instruction in secondary general education school is ten years (from I to X classes). For schools where teaching is conducted in languages other than Russian, an eleven-year period of instruction can be established with permission of the Council of Ministers, U.S.S.R.

A three year period of instruction is established for evening, correspondent secondary general education schools (classes IX, X, XI). By decision of regional (city) sectors of peoples educations appropriate classes can be established in these schools for working youth who have not completed an eight year education.

Section Two

Fundamentals of Organization of Educational-Teaching Work

7. Educational-teaching work in secondary general educational schools is conducted in compliance with approved and established educational plans and programs.

8. The following maximum number of compulsory schools hours for the secondary general educational school a week are established: for classes I-IV--24 hours; for classes V-VIII--30 hours; for classes IX, X(XI)--32 hours. In national schools of the R.S.F.S.R. and other union republics having a ten year period of instruction the designated norm of school load can be increased two or three hours a week in each class.

For more intensive general educational knowledge and labor polytechnical training, and also for development of the broad interests and capabilities of students elective courses will be conducted in a normal manner (beginning from VII class).

9. The school year begins 1 September and ends (including examinations and practical work) for classes I-VII--30 May; for classes VIII--10 June; for classes IX, X(XI)--25 June. By decision of the Ministry of Education, union republics having a ten year period of instruction where teaching is not conducted in the Russian language the school year can be extended but not more than one week.

Student vacations are established as follows: Fall--from 5 to 9 November; Winter--from 30 December to 10 January; Spring--from 24 to 31 March; Summer--from the last day of school to 31 August.

In rural schools, depending on local conditions, vacations can be changed to another time by decision of the executive committees of the regional Councils of Workers Deputies.

10. The number of students in classes of the general educational school must not exceed: for classes I-VIII--40 persons; for classes IX, X(XI)--35 persons. Classes can be subdivided in the regular manner. The number of students in prolonged day groups and in boarding school classes, evening, correspondent, and sanatorium (forest) schools and schools for instructing children with physical and mental defects are determined in the normal manner.

11. Instruction and teaching of students is conducted in the process of school work, extra-curricula and extra-school study and socially desirable labor. The basis form of organization of educational-teaching work in the school is the lesson.

In the process of instructing and teaching various types of student independent work will be utilized, laboratory-practical and seminar study, excursions, workshop, educational-experimental sections, student work brigades, and productive practice in enterprises and organizations.

12. The length of the lesson in secondary schools is 45 minutes; length of exchange between classes is 10 minutes, the long exchange (after the second lesson) is 30 minutes. Instead of a long exchange

two exchanges of 20 minutes each is permitted after the second and third lessons.

The number and succession of lessons is defined in the schedule of school work.

Homework is assigned to students with expectation of their fulfillment within the limits:

Class I	--to 1 hour;
Class II	--to 1.5 hours;
Classes III and IV	--to 2 hours;
Classes V and VI	--to 2.5 hours;
Class VII	--to 3 hours;
Classes VIII to X(XI)	--to 4 hours.

13. Student's knowledge is evaluated by "Balls": 5 (exceptional), 4 (good), 3 (average), 2 (bad), 1 (very bad). In individual disciplines (voice, physical culture) student success can be evaluated "acceptable" or "not acceptable."

14. Compulsory completion examinations are established for the VIII and X(XI) classes. By decision of the ministry of education, union republics completion examinations can be given for classes IV, V, VI, VII, and IX(X).

The order for conducting completion and passing examinations for students is established by the ministries of education, union republics.

In exceptional cases individual students can be excused from completion and passing examinations because of sickness in a manner established by the ministry of education U.S.S.R. with approval of the ministry of health U.S.S.R.

15. Students having a year's mark of 5 (or "acceptable" in disciplines in accordance with point 13 of this ustav) in all subjects and "exemplary" conduct and have actively participated in the social life of the school are awarded a testimonial of good conduct and progress. The form and description of the testimonial are approved by the ministry of education U.S.S.R.

Students having a yearly "unacceptable" mark in more than two subjects are given a summer assignment. The question of their passing to the next class is decided by the teachers' collective of the school and is dependent on their fulfilling those assignments.

Students receiving a yearly "unacceptable" mark in three or more subjects must repeat the course of instruction in the same class.

Students who have been retained in the same class for two years and have not passed to the succeeding class may be expelled from school by a decision of the Educational Soviet of the school with approval of the regional (city) department of peoples education. The question about their assignment to other educational institutions or to jobs is decided by a regional (city) Commission for Affairs of Minors according to recommendations of the appropriate department of peoples education.

16. Student conduct is evaluated by teachers of classes I-III and class supervisors for classes IV-X(XI). "Outstanding," "satisfactory," and "unsatisfactory" marks are assigned.

In evaluating students in classes IV-X(XI) the opinions of teachers working with those classes and the social organizations of the school will be considered.

A yearly "unsatisfactory" evaluation of a student's conduct will be made only after it is approved by the Educational Soviet of the school.

17. In cases of continuous insubordination to teachers and school directors and serious disruption of discipline, as a last measure of punishment, expulsion from school can be applied to the student.

A decision about expulsion of students from school is adopted by the Educational Soviet of the school with approval of the regional (city) Commission for Affairs of Minors and after considering the opinions of pioneer and komsomol organizations. A record of the explusion of a student from school with other indications of the educational soviets approval are forwarded to the regional (city) Commission for Affairs of Minors for deciding the question of sending the excluded student to another educational institution or to a job.

Application of physical force on students in school is not permitted.

18. Persons who have completed the eighth class receive evidence about the eight year education which gives them the right to enter the IX class of a general educational school, a secondary special educational institute, or a professional-technical educational institute.

19. Persons who have completed the secondary general educational school receive a certificate of secondary education giving them the right to enter a higher educational institution, technical uchilishch and also a secondary special educational institution with a reduced period of instruction.

Persons who have completed secondary school with productive training are also issued evidence about the speciality received with a designation of rank by the appropriate qualification commission.

Special exceptional students who complete the secondary general educational school are awarded a gold medal "for exceptional success in study, labor and conduct."

Students who achieve special success in separate subjects are awarded honor certificates "for special success in the mastery of individual subjects."

Certificates about secondary education, evidences, honor certificates and gold medals are awarded students at a general convocation of the school.

20. Students of graduating classes, having a year's unsatisfactory mark in conduct are not permitted to take final examinations. They receive a certificate stating that they have attended the course of the secondary general education school. Examinations for certificates of secondary education cannot be given [these students] for three years and then only after presentation of favorable recommendations from their place of work.

Section Three

Students

21. Registration of students newly entering school is conducted as a rule until 25 August and is regulated by a prikaze of the school director.

22. Children are accepted in the first class of school who reach seven years of age before the first of September of the current year. For their enrollment parents or persons acting as parents present evidence of their birth and health certificates.

A table of progress and personnel affairs is maintained for each student of the school.

Students transferring from one school to another are accepted in accordance with the table of progress.

23. A form of dress is established for students of general educational schools that is approved by the Council of Ministers union republic.

24. School students are obligated to study studiously, conduct themselves in an exemplary manner, actively participate in the social life of the school and socially desirable labor, and to abide by "Rules for Students" established by the Ministry of Education of the union republic.

25. Needy students are given material aid from the school's general educational fund.

26. On the basis of the resolution about the All-union Pioneer organization named V. I. Lenin, a youth communistic organization of young pioneers, is created and operated in the school.

27. On the basis of the statute of All-union Leninist Communist Union of youth a komolsomol organization is created to operate in every school.

28. In a regular manner primary organizations of various volunteer social and collectives of physical culture are created and operate in the school.

By decision of the educational soviet of the school circles, studios, clubs and other student unions are created for the purpose of student self-government.

29. The activities of students collectives in school are organized on the principle of self supervision for the purpose of raising the quality of study, strengthening self discipline of students and developing individual creative capabilities.

30. Students in school are attracted to self service and other kinds of socially desirable labor according to growth, sex, physical abilities, normal and required hygiene and maintenance of their health. Control for students observing sanitary-hygiene norm of labor and technique of safety is assigned to the school administration, medical workers, and teachers.

31. Releasing students from lessons to fulfill social assignments, or to participate in sports and other events is not permitted.

All general activities conducted for students in school (meetings, rallys, matinees, circles, etc.) must be completed: for students in I-IV classes not later than 14 hours (first shift) and 19 hours (second shift), for students in V-VIII classes not later than 20 hours, for students in IX-X(XI) classes not later than 22 hours.

Hikes and excursions are conducted under the direction of school workers at times approved by the school director who keeps a record of objectives, itinerary, age of students, conditions of health, and with a record of observation of safety rules.

Section Four

Teachers, Class Supervisors, and Instructors

32. The leading role in the school belongs to the teacher. He fulfills the honorable and responsible state goal of instructing and communistic teaching the younger generation.

33. The teacher participates in discussions by the educational soviet, meetings, conferences and teachers congresses of all questions related to the organization and content of educational-teaching work, presents proposals to the directorate of the school and to organs of peoples education, and personally participates in a check of his work by the schools directors and representatives of the organs of peoples education.

34. For special achievement in instructing and teaching children, teachers are eligible for awards of honorable certificates, badges of "excellence of peoples education" and other awards, to the rank of "service teacher of the republic" and also to awards of borders and medals of the Soviet Union.

35. The basic obligations of the teacher are

To supply students with a sound knowledge of the fundamentals of science, formulate a communistic world outlook, develop cognitive interests and capabilities of school children;

To teach students in the spirit of communistic morale;

Concern for the health of children and their individual characteristics, conditions of life, maintaining continuous relations with parents or persons acting in that capacity, society, and propagandizing educational knowledge;

Systematically raising his own ideo-theoretical level and educational qualifications.

The teacher is responsible for the quality of instruction of students and for the level of their knowledge and education.

The teacher is directed to show a good example in labor, everyday living, conduct, and observance of the rules of socialistic-communal living.

36. Control over the educational work of the teacher is accomplished by the school director, his assistant for educational-teaching work, and the supervisory workers and inspectors of peoples education.

Distracting teachers from their primary duties and using their school time allocated for educational plans, correction of lessons for use in other matters is not permitted.

37. The director names class supervisors from the number of teachers of the school.

The class supervisor:

conducts educational work with students put into his classes in close cooperation with other teachers, pioneer detachments and komsomol groups;

achieves and coordinates activities of the school and family in the educational requirements of students; maintains constant contact with parents, directors of prolonged day groups, and with soviets for assistants to the family and school at enterprises and at organizations;

arranges, when necessary, contemporary educational aid to students;

keeps documentation for the class, forwards information about progress, attendance, and students' conduct to the school director; keeps students daily records;

takes measures to aid the maintenance of students health and arranges their socially desirable labor.

38. The class supervisor can be given additional work as director of educational cabinets, workshops, or educational experimental sectors by prikaz of the director.

39. Instructional work with students in groups of prolonged day, in boarding schools, in special schools, and dormitories of schools is conducted by instructors.

The instructor:

indoctrinates students with a love for work, high moral quality, good habits of cultural conduct, and their required observation of rules of hygiene;

regulates the daily routine of students, oversees their timely preparation of homework, gives assistance in study and arranges a rational organization of duties;

accomplishes, together with the school doctor, measures to aid the maintenance of health and physical development of students;

maintains constant contact with teachers, class supervisors, komsomol groups, pioneer vozhatijs, medical personnel, and parents or persons serving in that capacity.

40. Teachers and instructors must have corresponding special education. Their assignment to work and release from that work is conducted in the order established by the laws of the union republics.

Release of teachers and instructors relative to a curtailment of the schools work can be accomplished only at the end of the school year.

Section Five

Directorate of the School

41. Directorate of all activities of secondary general educational school is accomplished by the director who is named by the Minister of Education union republics not having oblast divisions, ministry of education autonomous republics, Kraj, Oblast, okrug departments of peoples education, city departments of peoples education of the cities of Moscow and Leningrad, and capitals of the union republics according to proposals of regional (city) departments of peoples education from the numbers of best teachers, who have shown organizational abilities, having higher education and tenure in educational work of not less than three years.

42. The school director carries a responsibility to the state for organization and quality of educational-teaching work with students, strengthening their health and physical development and also for the economic-financial condition of school under his direction.

Orders of the director of the school can be changed by regional (city) departments of peoples education or higher organs of peoples education.

43. The school director:

accomplishes direction of the school educational collective; guarantees the correct selection and assignment of cadres, creates conditions necessary for raising the ideological-theoretical level and qualifications of workers;

arranges for the professional orientation of students;

directs the work of student self-government, renders aid and assistance to komsomol and pioneer and other independent organizations of the school;

organizes the work of the school with parents and society, directs the work of the parents committee;

establishes the responsibilities of school workers in accordance with labor laws, rules of internal labor routine and the present ustav;

guarantees observance of rules of internal labor routine, sanitary-hygienic routine, maintenance of labor and technical safety in the school;

reports the work of the school to appropriate organs, acts as a representative of the school before social organizations and before the population, conducts himself in a manner that is a credit to the school;

in the established manner, hires and fires educational assistants and service personnel, encourages workers of the school and students and awards penalties;

presents encouragements and awards to teachers and other educational workers for outstanding work.

44. The director of a general educational school can be released from work by the organ that named him or by a higher organ of peoples education.

45. The assistant to the director for educational-teaching work is named by the regional (city) department of peoples education on recommendation of the school director from the best teachers having higher education and educational tenure of not less than three years.

As a rule the assistant to the director for educational-teaching work is responsible for the correct organization of the educational-teaching process in the school, for fulfilling the educational program, quality of teaching and students knowledge; he exercises control over the condition of educational-teaching work, for the progress and conduct of students; instructs the educational personnel of the school; regulates the educational load of students, organizes the schools methodological work; keeps records and accounts of school work.

The assistant to the director for educational-teaching work is released from duty by the regional (city) department of peoples education.

46. In secondary general educational schools with productive training the assistant director for productive instruction is named by the regional (city) department of peoples education on recommendation of the school director from the number of persons having special education and who have worked in that speciality not less than three years.

He is responsible for organization of productive instruction and productive labor in specialities taught in the school, and directing the work of student productive brigades, in education-productive workshops, in educational-experimental sectors. He is responsible also for the observation of labor and technical safety.

The assistant director for productive instruction is released from work by the regional (city) department of peoples education.

47. For organizing instructional work with students the regional (city) department of peoples education on recommendation of the school director names an "organizer of extra-curricular and extra-school work" from the number of persons having higher education and experience in this type of work. He organizes extracurricular and extra classwork for students in socially desirable labor. He instructs class supervisors, teachers, instructors and other persons who are assigned to the directorate of extracurricular work and gives them assistance.

The organizer of extracurricular and extra classwork is released from work by the regional (city) department of peoples education.

48. The senior pioneer vozhatij conducts work in the school as stipulated in the resolution about senior pioneer vozhatij of the all union pioneer organization named V. I. Lenin.

49. The senior pioneer vozhatij is named by the regional (city) department of peoples education with approval of the regional (city) committee of the komsomol.

50. An "aid to the director for maintenance" is responsible for maintenance of school building and school property, for the material-technological provisions of the educational process, for cleanliness and order in school buildings, for timely preparation of the school for the beginning of school work, for fire safety, and for correctly organizing the work of service personnel.

51. Educational workers receive pay and privileges established for them by laws of the U.S.S.R. and union republics.

52. A teachers council is created to examine the fundamental problems of the educational teaching work with students in schools, where there are more than three teachers. Its activities are defined by the resolution about educational councils approved by the Ministry of Education U.S.S.R.

53. A methodological union of teachers (by subjects and by classes) is created in schools. This union is obliged to help the teacher raise his ideo-theoretical level, adopt new and more improved methods and measures for teaching and instructing students, by using the experience of the best teachers and instructors, familiarization with the achievements of science, and with educational and scientific-popular literature. The methodological union is supervised by experienced teachers. The director of the union is elected at a meeting of the union.

54. The school maintains constant communications with the sponsoring enterprise, kolkhoz, establishments, and organizations. Representatives of the school propagandize educational knowledge, participate in the work of commissions or councils assisting the family and school in affairs of teaching and instructing the younger generation.

Sponsoring enterprises, kolkhozes, establishments, organizations assist the school in strengthening its material base, in organizing practical work problems, instructing students, in conducting various extra curricular and extra class measures, in organizing the school labor camp and rest camp, and in the work of professional orientation.

55. A parents committee is created in the school. Its activities are defined by the resolution "about parents committee of the general educational school" approved by the minister of education union republics.

Section Six

Educational-material Base, Financing and Accounting

56. The secondary general educational school in addition to classrooms must have rooms for lessons of labor in I-III classes, educational cabinets, and workshops for IV-X(XI) classes, and an activity hall, a library, a field for sports, a teachers room, medicine room, dining room, kitchen, rooms for administrative and service personnel and other rooms.

In schools having groups with prolonged day there must be rooms for sleep and rest for students of I-II classes and for relaxation of students of III-VIII classes.

In secondary schools with productive training or with intensive study of educational subjects there is created a supplementary cabinet, laboratory and workshop.

Educational cabinets, laboratories, and workshops are equipped in accordance with rules of safety and productive sanitation with an established norm of observation.

In secondary schools having land plots, the school establishes zones on the plot for sports, educational-experiment, rest, and others.

57. When necessary dormitories are built for students near the school. The dormitory has a staff of teachers and service personnel. Educational-teaching work in the dormitory, its material-economic maintenance is accomplished in accordance with the "resolution about dormitories attached to schools" approved by the Ministry of Education union republics.

58. Medical service for students is accomplished by special doctors and medical personnel. The doctor and other medical personnel oversee medical-profilactic and supervise the schools sanitary hygienic measures, assist in the maintenance of health, physical development, and successful education of students.

59. Secondary general educational schools are financed from local budgets in accordance with the approved estimates. Directors of schools are accountable to departments of peoples education and appropriate finance departments for the expenditures.

60. Documentation of the school is kept in accordance with instructions of the minister of education U.S.S.R. Schools make reports to higher organs of peoples education.

61. The secondary school exercises the rights of a legal person, having a stamp with a seal depicting the state symbol of the Union of Soviet Socialist Republics and its name.

Elementary and eight year schools in their activities are directed by corresponding sections of the present ustav. They exercise the right of a legal person and have a seal with established standards.

TEACHERS GAZETA, September 15, 1970.

APPENDIX C

ABOUT THE AWARDING OF HONOR CERTIFICATES

In a special letter to the Ministers of Education of the Union Republics, the Minister of Education, U.S.S.R. explained the rules for awarding honor certificates to students of the General Educational School.

The honor certificate of the Minister of Education, Union Republic, is awarded by the Educational Council of the school to students completing the IV, V, VI, VII, VIII, IX or X classes who have exemplary conduct marks, a mark of "5" in all subjects studied in the appropriate class, and have actively participated in the social life of the class and school.

The honor certificate is awarded at the time the student is passed to the succeeding class or graduated from the VIII class.

The Educational Council of the school is authorized to award honor certificates to students who have a mark of "5" in all subjects but the fine arts, music and voice, but not lower than "4," if these students have shown the necessary desire in these subjects but were incapable of receiving a higher mark in them.

Honor certificates "for special success in the study of individual subjects" are awarded to graduates of class X(XI) of the General Educational School who have achieved special success in the study of one or more subjects and who have a yearly mark of "5" in them for the IX and X(XI) years, have passed completion examinations with a mark of "5," have favorable marks in all other subjects and exemplary conduct marks. The Educational Council of the school determines the recipients of all honor certificates.

Narodnoye Obrazovaniye, No. 1, 1971, p. 108.

APPENDIX D

"HOW TO EVALUATE THE CONDUCT OF SCHOOL CHILDREN"

On December 31, 1970, the Ministry of Education approved the text of "Instructions about Assigning Students' Conduct Marks in the Secondary General Education School" which is published below.

The statute for the Secondary General Educational School replaces the five-ball system with the following conduct marks for students: "Exemplary," "Satisfactory," and "Unsatisfactory." Conduct of students in classes I-III(IV) is evaluated by teachers and for students in classes IV-X(XI) by class directors.

When assigning conduct marks for students of classes IV-X(XI) the opinions of teachers, who teach appropriate classes, and the social organizations of the school will be taken into consideration.

The chief objective of introducing a new system of conduct evaluation is to strengthen conscious discipline of students.

The assignment of conduct marks for students requires a correct methodological approach and educational tact. Conduct marks must be objective and reflect the actual picture of the student's conduct and their compliance to the norms of a socialistic society. The primary criteria for the assignment of conduct marks is the student's fulfillment of his fundamental obligations as set forth in "Rules for Students."

Two favorable conduct marks for students are stipulated by the statute of the Secondary General Educational School: "Satisfactory" and "Exemplary."

The mark "Satisfactory" is assigned to students who fulfill the basic requirements of the school as defined by "Rules for Students," and who participate in the social life of the school and in socially desirable labor. This mark characterizes the conduct of a majority of students, but its assignment must not be considered a routine matter.

The mark "Exemplary" is to be given to students who are more diligent in their studies and more actively participate in the social life of the class and school and in socially desirable labor, conduct themselves in an exemplary manner in school and on the streets, and strictly fulfill "Rules for Students." The mark

"Exemplary" must be given only to those students whose conduct serves as an example for other students.

The mark "Unsatisfactory" is assigned to students who habitually fail to fulfill their fundamental obligations as stipulated in "Rules for Students," do not subordinate themselves to the requirements of the school and teacher, disrupt the discipline of the school, home and in public places. In some cases the mark "Unsatisfactory" can be assigned to a student who perpetrates a solitary antisocial act that has the character of being unlawful.

Conduct marks are assigned for quarterly and yearly periods. They are recorded in the student's daily records [daily-journal] and reported to parents. Weekly conduct marks are assigned by teachers in classes I-III and by class directors in classes IV-X(XI) and when appropriate a short notation about a student's conduct is entered in the student's daily record.

A yearly unsatisfactory mark for a student's conduct is assigned only after approval of the educational council of the school. The class director and teachers in classes I-III present substantiating recommendations to the educational council accompanied by recommendations from the Pioneer and Komsomol organizations and the organization of student self-government.

Students of graduating classes (X or XI) who have an annual conduct mark of unsatisfactory, in accordance with article 20 of the statute, are not permitted to take examinations and are given certificates attesting that they have heard the courses of the Secondary General Educational School. Examination for the Secondary General Educational certificate can be given to them only during the following three years in an established manner and only after presentation of favorable recommendations from their place of employment.

Students of non-graduating classes who have received a yearly conduct mark of unsatisfactory are passed "conditionally" to the next higher class. The educational council will consider expelling a student from school in case of methodical insubordination to teachers and directors of the school and for flagrant disruption of discipline.

Students of the VIII class who have a yearly conduct mark of "unsatisfactory" will receive a certificate about the eight-year school with an appropriate notation in the line for conduct marks. Only the educational council can authorize the enrollment of these students in the IX class.

Narodnoye Obrazovaniye, No. 4, 1971, p. 114.

APPENDIX E

"THE OBJECTIVES OF ORGANIZERS OF EXTRACURRICULAR

AND EXTRA SCHOOL WORK"

The Minister of Education U.S.S.R., M. Prokof'ev, has issued [the following] PRIKAZ "About Improving the Activities of Organizers of Extracurricular and Extra School Teaching Work."

The position of Organizer of Extra-curricular and Extra School Work (with the rank of Assistant Director) was introduced into the nation's schools in the 1967/1968 school year.

Under the direction of party organs the departments of peoples' education have made a commendable effort in selecting cadres of organizers. They have channeled the more experienced teachers, Komsomol and Pioneer workers into this position. Ninety percent of the 37,000 organizers have completed higher education and sixty-seven percent have a length of service exceeding ten years.

A majority of the organizers correctly understand their primary objectives: In cooperation with the Teachers Collective of the school they improve the ideo-political, moral, labor, aesthetic and physical training of students during their extra-class times; they give practical assistance to Class Directors, Student Collectives, Komsomol and Pioneer organizations; they work with difficult juveniles and maintain relations with out-of-school institutions, sponsoring enterprises, collective farms, and the public. They give methodological assistance to Class Directors, establish rooms for methodological training, educational libraries, and conduct seminars for teachers in the actual problems of teaching.

[The Ministry] approves of the organizers concentrating their activities on the man power and means of ZH.E.Kov, clubs and other organizations who conduct educational work with children in the [geographical area] of the school.

However, there are deficiencies in the activities of some organizers. In many schools they do not adequately depend on Komsomol and Pioneer organizations, do not give the necessary attention to the development of student self-government, and poorly organize their work with students of the elementary classes. The work of the organizer and the senior Pioneer Vozhatyi are not always properly coordinated.

Many schools have not arranged for work with students at their places of residence.

The organs of peoples' education give too little attention to the organizers' activities. They employ teachers for this responsible work who are inadequately experienced. Instability is to be observed--the incorrect organization of their work is to be investigated.

The Prikaz obligates Ministers of Education of Union and Autonomous Republics, directors of Oblast', Kraj, Okrug, City and Rajon departments of Peoples' Education to strengthen the staff of these workers by adding qualified educators--teachers having teaching experience with children; to assure that methodological assistance is given to them; to give particular attention to the prohibition of improperly using organizers and assigning duties to them that are not directly related to their functions; to direct the Institute for Teacher Improvement to systematically prepare a course for study of the problems of the organization of extra-curricular and extra-school teaching work and to include it in the programs for retraining teachers-subjects [those who specialize in a particular subject]; to assure that the duties of organizers of extra-curricular and extra-school work provide: planned extra-curricular and extra-school work and control over its achievement; a broad extra-curricular and extra-school work program to be planned with the assistance of the teachers collective, Komsomol and Pioneer organizations, immediate supervision by one of its orders, participation in conducting the more important general school and intra-school teaching activities; broad utilization of cultural establishments, children's educational institutions and society in the organization of student assignments.

Narodnoye Obrazovaniye, No. 1, 1971, p. 107.

APPENDIX F

"REGULATION ABOUT THE EDUCATIONAL COUNCIL OF THE

GENERAL EDUCATIONAL SCHOOL"

The Minister of Education, M. Prokof'ev, has published a prikaz about approval of a regulation about the educational council of the general educational school in accordance with the regulation of the secondary general educational school.

The Objectives and Content of Work of the Educational Council

The Educational Council is a permanently operating organ of the school that examines the basic problems of the educational-teaching work. An Educational Council is established in all general educational schools where there are more than three teachers.

The main objectives of the educational council are as follows: to concentrate the forces of the educational council on raising the level of educational-teaching work and implementing the achievements of educational sciences and outstanding educational experiences.

The educational council examines the work plans of the school, the Methodological Union of Teachers and the senior pioneer vozhatyi, information and reports about workers of the school, reports from representatives of sponsoring organizations and societies, reports on sanitary-hygienic conditions and the health of students and other problems related to the school's activities.

The educational council authorizes the creation of clubs, studios, circles and other student organizations; permits students to take examinations; promotes students to the next higher classes or directs that they repeat courses; issues certificates about eight-year education and certificates of secondary education; assigns students' yearly conduct marks; and approves measures of reward and punishment. The educational council also participates in decisions about expelling students from school when other educational measures have been exhausted. Such action is taken in accordance to the Regulation of the Secondary General Educational School.

Composition of the Educational Council and the Organization of its Work

The Educational Council consists of: The school director (chairman) and his assistants, the Organizer of Extra-curricula and Extra-School work, the Director of Military Training, the Directors of school dormitories, teachers, instructors, Senior Pioneer Vozhatyi, the secretary of the Komsomol organization, librarian, doctor, and the Chairman of the Parents' Committee.

When necessary the educational council invites representatives of social organizations, komsomol organizations, pioneer circles, student self-government, parents of students and other persons to its meetings. The chairman of the educational council determines the necessity for their invitation. Persons invited to a meeting of the educational council have the right of counsel. The educational council elects a secretary from its membership for a year.

The educational council works according to a plan approved at a meeting of the council.

As a rule the educational council meets once each quarter of the school year and when necessary, extraordinary sessions can be called.

A decision of the educational council is adopted by a majority of votes at a meeting of not less than two thirds of its members. In the event of a tie vote, the deciding vote is made by the council's chairman (the school Director).

A decision of the educational council about expelling a student from school is made only with approval of the Regional (City) Commission for the Affairs of Minors, and also after consideration of the opinion of pioneer and komsomol organizations and organs of student self-government in the absence of parents or persons serving as parents. Such decision is final. A report about the decision to expel a student from school accompanied by the records of the educational council is forwarded to the Regional (City) Commission for the Affairs of Minors for determining the enrollment of the expelled student in another educational institution or his assignment to work.

The school Director is responsible for implementing and fulfilling the decisions and recommendations of the educational council. He reports their results to regular meetings of the council.

Members of the council have the right to introduce questions to the council that are related to improvement of the school's activities.

In the event that the school Director does not agree with a decision of the council he suspends the implementation of the decision and reports his actions to the Regional (City) Department of Peoples' Education.

The Director of the Regional (City) Department of Peoples' Education working with the Regional Committee (City Committee) of the professional unions is obligated to examine the report within three days and to familiarize himself with the majority opinion of the educational council and to make a final decision about the problem.

Clerical Work of the Educational Council

Records are kept of meetings of the educational council. They are signed by the chairman and secretary of the council. They are kept by the school.

Narodnoye Obrazovaniye, No. 5, 1971, p. 114.

APPENDIX G

[REPORT FROM] THE MINISTRY OF EDUCATION U.S.S.R.

The Ministry of Education U.S.S.R. approved a "model Regulation about the Parents' Committee of the General Educational School" and has forwarded it to the Ministers of Education, Union Republics for their confirmation.

The Objectives of the Parents' Committee

Parents' Committees are established with the objective of assisting the school in the communistic teaching and training of children. The objectives of the parents' committees are: to strengthen the ties between the family and school and establish a common influence on children by the teachers collective and the family; to encourage parent groups to actively participate in the schools' activities; to better organize extra-curricula and extra-school work; to participate in an extensive educational propaganda campaign among parents and other citizens; to strengthen the economic and material base of the school.

The Organization and Content of the Work of the Parents' Committees

A Parents' Committee for the school is elected for a period of one year at a general meeting of parents or by a conference at the beginning of each school or calendar year. The number of members is determined by a decision of the general meeting (conference) of parents and is dependent on the conditions and activities of the school.

To conduct the daily work of the Parents' Committee of the school there is elected from its membership: in secondary schools and eight-year schools--a presidium consisting of a chairman, an assistant chairman, a secretary and three to five members; in elementary schools--a chairman.

A Parents' Committee for a class is elected by a general meeting of parents [of students] of the class and consists of a chairman and two to four members.

Permanent and temporary commissions may be established in each school, under the direction of members of the school's Parents' Committee for separate areas of its activities (for achieving general education, conducting educational propaganda, labor training and

organizing socially desirable labor for school children, for mass participation in cultural activities, economics, sports-health, etc.). The composition of these commissions and the content of their work is determined by the Parents' Committee.

The Parents' Committee assists the school in strengthening the ties between the teachers' collective and parents and society in general; in achieving compulsory eight-year training and making the transition to general secondary education; in building dormitories for schools and providing them with the necessary living conditions; in arranging for the feeding of school children; in establishing and allocating general educational funds; in creating the necessary material base for labor training and instruction; in influencing parents to participate in educational work with students in extra-school time; in orienting students professionally; in exercising control over the student's fulfillment of "the Rights of Students"; in arranging meetings, making reports, and lectures to parents, and conducting conferences for the exchange of educational experiences of families; in strengthening the economic and material base of the school and establishing normal hygienic and sanitary conditions in it; and in conducting massive sanitary and cultural work with students during vacation periods.

The school parents' committee and class parents' committees are guided in their work by this regulation, recommendations of the school's director and the educational council, the school plans, and resolutions adopted at committee meetings.

The school's parents' committee, its presidium and class parents' committees approve decisions by a majority vote with the presence at the meeting of not less than two-thirds of its members.

For discussion and decision of more important problems the school's parents' committee convenes a meeting or conference of parents (class--not oftener than four times a year; general school--not more than two times a year). The number of delegates to the conference from each class is established by the school's parents' committee.

Participation of class directors is obligatory at meetings of the class parents' committee; the school director, class directors and teachers are obligated to attend meetings of the school's parents' committee. (In rural schools serving a large area where parents' conferences are conducted, delegates are elected to the conferences at a meeting of parents at the place where students live.)

The school's parents' committee gives an account of its work to a general meeting of parents (or a conference); class parents' committees account for their work to a general meeting of parents of classes on the day that a new committee is elected.

In the event school directors disagree with the opinion of a majority of the parents' committee the issue is decided by the Regional (City) Department of Peoples' Education.

When inspecting the school the departments of peoples' education will familiarize themselves with the work of the parents' committees and take measures to improve their effectiveness.

The parents' committees keep records of their meetings and those of parents' meetings which are preserved by the school.

The Rights of Parental Committees

The parents' committee of the school has the right to establish relations with Soviet organs, social organizations, and enterprises, state and collective farms that patronize the school in matters of rendering assistance to the school in its training activities, strengthening its material base, and also about the attitude of parents toward the training of children; to make recommendations to the school's director and teachers' soviet about extra-curricula and extra-school work with children, organizational-economic problems and improvement of the work of the teachers' soviet with parents of students. The school director and educational council will seriously examine recommendations from parents' committees and report to the parents' committee about their adoption; to hear reports of the school director about conditions and perspectives of the school's work and his explanation of problems that interest parents; to hear reports of class parents' committees and adopt measures for improving their work; to convene meetings and conferences of parents; to actively participate in establishing a general educational fund and making decisions about giving material assistance to needy students; to encourage parents to participate in various forms of ideo-political teaching of students, socially desirable activities of children, and their professional orientation, direct clubs and other types of extra-curricula and extra-school work; to organize the duties of parents in schools.

The class parents' committees have the right to make recommendations to the class director for improving extra-curricula work with students and parents.

The chairman of the general school parents' committee is a member of the educational council of the school.

Narodnoye Obrazovaniye, No. 5, 1971, pp. 113-114.

APPENDIX H

STANDARD RULES FOR STUDENTS

The College of the Ministry of Education, U.S.S.R. approved standard "Rules for Students":

I to III Classes

1. To study diligently. Listen attentively to the teacher's explanations, assiduously and independtly complete all assignments, conduct himself exemplary in class. Be punctual in class attendance.

2. Participate in labor and in class affairs, assist comrades to study and work better.

3. Cautiously regard school and other social property, his personal property and that of comrades. Protect living plants and animals.

4. Perform daily gymnastics. Always be clean and neat.

5. Read much and participate in a circle.

6. Observe the daily routine. Utilize his free time in a useful manner.

7. Conduct himself exemplary at school, home, and on the streets. Be friendly with teachers and other school personnel, acquaintances and comrades. Give the street and seat to elders. Observe the rules for pedestrian movement.

8. Be attentive to parents and senior members of the family. Assist them in domestic work. Be friendly with comrades and attentive to younger children.

9. Fulfill the requirements of teachers and students who are on duty.

IV to VIII Classes

1. Pursue knowledge persistently, work and study diligently, be attentive and active during class periods.

2. Work for the general good of the school and home. Strictly observe safety rules when performing labor assignments and practical work.

3. Take an active part in the social work of the class and school.

4. Protect public property. Handle things carefully, protect nature and observe cleanliness.

5. Engage in physical culture and sports and observe the rules for personal hygiene.

6. Engage in desirable activities during free time: study, participate in technical and art creativity or beneficial games.

7. Properly evaluate time, be precise, observe the established daily routine.

8. Conduct himself exemplary, be modest, courteous, attentive and properly dressed. Strictly observe rules for pedestrian movement.

9. Respect parents and assist them in domestic affairs.

10. Conscientiously fulfill all assignments of teachers and other school personnel and also the decisions of the organs of student self-government.

IX to X Classes

1. Persistently and constructively study the fundamentals of science and the skills of independent study.

2. Actively participate in socially desirable labor, prepare himself for a conscious selection of a profession. Strictly observe safety measures when engaged in work assignments.

3. Actively participate in the social and cultural life of the school, city, village, and in the activities of student self-government.

4. Concern himself with protection and improvement of peoples achievements and the riches of nature.

5. Systematically participate in physical culture and sports, strengthen himself. Be prepared to defend the Soviet nation.

6. Master contemporary achievements of culture and techniques, develop his own characteristics in multiple kinds of creativity.

7. Plan and utilize time wisely, be precise, learn to correctly organize his work.

8. Comply with the norms of socialist communal living. Show a good example of cultural conduct to younger comrades. Be intemperate to amoral and antisocial acts.

9. Show concern for the unity of the school collective, protect and develop its desirable traditions. Be an outstanding and true comrade.

10. Be respectful to parents, show constant concern for all members of the family, assist in domestic work.

11. Be respectful to the teacher's work. Fulfill and actively support the teacher's requirements and the decisions of organs of student self-government.

Teachers' Gazeta, February 8, 1972, p. 1.

APPENDIX I

REVIEW AND EVALUATION REPORT

Date: March 10, 1972

Title: "Difficulties and Success in the Implementing Decrees of 23rd Congress, Communist Party USSR Relating to 'Conditions and Measures for Further Improving Work of Secondary Compulsory Educational School'"

Researcher: John Bratcher
Professor of History
Western Kentucky University
Bowling Green, Kentucky

Evaluator: Stewart E. Fraser
Professor of International and Comparative Education
George Peabody College for Teachers
Nashville, Tennessee

1. Did the investigator adhere to the methodology and procedures contained in the proposal?

   Affirmative - both methodology and procedures carefully followed.

2. Were the objectives accomplished?

   Yes - for the intended goals - and perhaps additional information not originally specified or required; additional information of considerable value for the field of international and comparative education, particularly on Soviet education has been included.

3. Are the findings valid?

   Yes - sound conclusions derived from the study. Obviously further and more extensive work can and will be done on the topic. Accordingly, there may be some differing findings by other researchers but unlikely to substantially deviate or at all compromise this particular study.

4. What impact might the findings have on education?

   Impact on U. S. educational understanding of Soviet education should be considerable. For the small group of U.S. scholars

working on Soviet education the analysis presented in this report would appear to be of considerable utility. But for the more general student of international and comparative education and U.S. educators concerned with Communist education - this study will be particularly appreciated. For example, draft copies have been a test-read by a select of U.S. educators on a study mission to the USSR. This particular group found the report most pertinent and a major factor in understanding the essence of the civics program in Soviet schools. Likewise, it has been discussed extensively by a group of doctoral candidates working in the field of international and comparative education who are focusing on political socialization problems in the USSR. This latter group when studying other similar research material on the USSR found this particular study of greater interest from both the pedagogical and research point of view. These two groups noted above represent a highly sophisticated group of readers, the one educational administrators not versed initially in Soviet education, and the other a specialized research group who had already focused on Communist problems in education. Accordingly, it is fair to surmise that such a report will have considerable interest to other similar groups. The professional scholar working on Soviet education will perhaps find further sources of information and additional documentary evidence to discuss, but it is unlikely that such additional information would drastically alter the thrust of Mr. Bratcher's studies. It would be worthwhile to have the widest dissemination of this report and the USOE should consider the publication of this study and distribution to the widest readership before it becomes dated.

5. Recommendations: Approval

APPENDIX J

REVIEW AND EVALUATION REPORT

Date: March 20, 1972

Project: No. 0-C-049

Grant: No. OE6-3-70-0031 (509)

Title: Difficulties and Successes in Implementing Decrees of the 23rd Congress, Communist Party U.S.S.R., Relating to "Conditions and Measures for Further Improving Work of Secondary Compulsory Educational School"

Researcher: John V. Bratcher
Assistant Professor of History
Western Kentucky University
Bowling Green, Kentucky 42101

Evaluator: Lowell H. Harrison
Professor of History
Western Kentucky University
Bowling Green, Kentucky 42101

Evaluation:

1. Did the investigator adhere to the methodology and procedures contained in the proposal?

   Yes, they were followed throughout the research and writing.

2. Were the objectives accomplished?

   In addition to meeting the objectives outlined in the proposal, Mr. Bratcher added a considerable amount of other related material which greatly enhances the value of his study.

3. Are the findings valid?

   Yes. His study probably contains the best description and analysis of secondary education in the U.S.S.R. today in English. More detailed research on particular aspects of the subject will, of course, yield additional information, and continued changes in the Soviet schools will require up-dating of Bratcher's

findings, but I doubt if any changes of consequence will be made in his conclusions.

4. Possible impact of the findings upon education?

   This material should be of great assistance both for those scholars who are concerned with Soviet education per se and for those whose major interest is in comparative education.

5. Recommended?

   I recommend approval of this research project without qualification. Indeed, it seems to me that it opens up several areas of research which need to be pursued. The continued efforts of the Soviets to implement their reforms should be followed in the same detail as this study has done up to date, and there is need for more detailed studies in individual subject areas. It should be most interesting to have studies which would compare Soviet and American handling of various subject matter fields.